



International Programme on the Elimination of Child Labour (IPEC)



International
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Office

IPEC Evaluation

**Sustainable Elimination of Bonded Labour in
Nepal**

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**A combined impact assessment and independent final evaluation
by a team of external consultants**

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This document has not been professionally edited

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external evaluators¹. The field mission took place in July and August 2005. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

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Acronyms and abbreviations

AP	Action Programme
APC	Action Programme Coordinator
BBTF	Broad-Based Task Force
CDW	Child domestic worker
CTA	Chief Technical Adviser
DDC	District Development Committee
DECL	Declaration (ILO Programme)
DEO	District Education Office
DLRO	District Land Reform Office
FGD	Focus group discussion
GTZ	German Technical cooperation
hh	household
HMG/N	His Majesty's Government of Nepal
IA	Impact assessment
IGA	Income generating activity
ILO	International Labour Organisation
IP	Implementing partner
IPEC	International Programme on Elimination of Child Labour (ILO)
IPEC	International Programme on the Elimination of Child Labour (ILO)
MoLRM	Ministry of Land Reform and Management
NFE	Non-formal education
NGO	Non-governmental organisation
OSP	Out of school programme
SEBL	Sustainable Elimination of Bonded Labour (Project)
TBP	Time Bound Programme
ToR	Terms of reference
USDOL	United States Department of Labour
VDC	Village Development Committee

Names and abbreviations of the implementing partners

Adarsha Club	Adarsha Club
BASE	Backward Society Education
BCD	Boat for Community Development
CCS	Creation of Creative Society
CHURED	Centre for Human Resource Development
CST	Centre for Social Transformation
CYHR	Creative Youth Group for Human Rights
DECONT	Democratic Confederation of Nepalese Trade Unions
DLRO	District Land Reform Office
ECARDS	Environment, Culture, Agriculture, Research and Development Society
ENPROC	Environment and Child Rights Protection Centre
FEAR	Forum for Environmental and Agricultural Reformation
FIPRED	Farmers Institute for Participatory Research and Development
GEFONT	General Federation of Nepalese Trade Unions
GRINSO	Group for International Solidarity
HURDEC	Human Resource Development Centre
MoLRM	Ministry of Land Reform and Management
MUM	Mahila Upkaar Munch
NEEDS	Nepal Environment and Education Development Society
NLSC	Nepal Laborious Society Centre
NTUC	Nepal Trade Union Congress
NUBL	Nirdhan Utthan Bank Ltd
PAS	Public Awareness Society
RRN	Rural Reconstruction Nepal
SASDC	South Asia Study and Development Centre
SEPHF	Social Environment Protection and Human Right Forum
SISEA	Social Institution for Skill Employment and Awareness
STC	Shree Tarun Youth Club
SWAN	Society Welfare Action Nepal
UNESCO club	United Nation Scientific Cultural Organisation Club
UNYC	United Youth Club
WIF/N	Worldview International Foundation/Nepal

Executive Summary

The planned starting date for the project was December 2000 and project approval was obtained in December 2001. It has an extended completion date of August 2005 and aims to contribute to the sustainable elimination of bonded labour in Nepal through the rehabilitation of 14,000 families of ex-kamaiyas in 5 districts in the Far West and Mid Western regions. It does this through direct action with the adults and children of these families, through capacity building of organisations working for the rehabilitation of former kamaiyas, awareness raising and research. The project is implemented through the Ministry of Land Reform and Management (MoLRM), trade unions and non governmental organizations (NGOs).

This report is of the combined impact assessment (IA) and final evaluation of the United States Department of Labor-funded Sustainable Elimination of Bonded Labour (SEBL) project implemented by International Labour Organisation's (ILO) International Programme on Elimination of Child Labour and ILO's Declaration Programme. The purpose of this evaluation is to review the project's approach, strategy and implementation, assess the extent that project objectives have been met and the impact on target groups. The evaluation served as a learning tool for the main stakeholders through the facilitation of a participatory process of drawing lessons and identifying potential good practices from project experience. An independent consultant supervised the IA and carried out the evaluation. The IA collected quantitative and qualitative information on the impact of the project and this provided the final evaluation with a lot more objective information than is often available. The IA was able to provide independent verification of many of the project's quantitative indicators. The findings on some of the indicators were different to those reported by the project.

The project design provides a good background to the kamaiya system but does not review the extent of bonded labour in Nepal. It is sensitive to gender issues in both the need identification and in the implementation strategy. The link between the development objective, immediate objectives, indicators and outputs are not completely clear. The institutional arrangements under the Broad-Based Task Force were effective.

The security situation in the project area deteriorated during the implementation period with mainly negative effects on activities. Monitoring and follow up by project staff was restricted and the field activities of the District Land Reform Office (DLRO) staff were almost completely stopped.

Project approval was delayed by 11 months due to negotiations with His Majesty's Government of Nepal and it then took between 11 and 18 months for the preparation and approval of the main action programmes. Coordination among the project partners was effective and there was some coordination between the many projects working with the ex-kamaiyas.

The Kamaiya (prohibition) Act was passed in February 2002. The interpretation and the implementation of this Act by the government has been restricted to the kamaiyas in the 5 project districts. These are the districts where most advocacy work has been targeted. Land distribution has been carried out by the DLROs to 90 to 99% of the target families.

Membership of agricultural workers unions within the target families is lower than expected. According to the IA only 12% of ex-kamaiya household heads are members. Vigilance

committees are well established in a few camps but are generally weak and not well recognised. Although 63% of ex-kamaiyas receive the minimum wage there is a lot of variation with 81% of category 'A' men and 34% of 'B' category women receiving minimum wages.

The capacity of implementing partners has been strengthened. Despite wide recognition of the need, and decisions by the project and the MoLRM to take action, there has been no attempted intervention to develop the social and institutional capacity of the ex-kamaiya groups resulting in a high level of dependency.

Useful awareness raising materials were produced but the link with the partners using the materials may have been weak. According to the IA 46% of ex-kamaiyas are aware of the bonded labour legislation and 32% of the minimum wage legislation. The majority of them have very positive attitudes regarding children's education.

There is a good understanding of the socio-economic condition of the ex-kamaiyas at the beginning of the project and now. The impact assessment study clearly shows areas of change among the ex-kamaiyas. The changes identified are the result of many different projects, not just the SEBL.

The seed money for the revolving fund was funded separately, not involving the main donor's funds. It has been distributed to kamaiya groups' bank accounts and 43% of the funds have been accessed. Some groups are using the funds effectively but generally they are not revolving among members of the group, the repayment rate is low, and there is confusion over whether the funds eventually need to be repaid by the group. The security situation severely restricts the ability of DLRO staff to support and monitor the use of the funds. Alternative micro-finance provision is being piloted through an independent institution.

There has been a significant reduction in the number of children working as a result of the education programme, probably in the order of 3,000 to 4,000. The reduction has been mainly in the 6-12 age group, where it has more than halved, and amongst girls.

The DLRO has provided skill training to 3,017 ex-kamaiyas (33% women). The results of estimates and studies on the level of utilisation of this training vary widely. Some has been used very effectively and it is likely that a lot has gone unused. An alternative approach using local NGOs has recently been piloted.

22% of the income-generating fund has been utilised and monitoring and support for the proper utilisation of this suffers from similar constraints as the revolving fund does.

Many children have been supported for school enrolment. Support has been provided over 3 years and a total of almost 11,000 children have benefited. Enrolment of 6-12 yr children has increased to 86% and although the attendance rate of boys is still higher than girls the difference has halved. The Out of School Programme together with bridging classes have enabled older children to join school in a class appropriate to their age and ability. As a result of the project approximately 5,000 additional children are attending school. Due to the project impact and other external factors the facilities and staff of many schools are severely overstretched.

644 kamalaharis have been reunited with their families and are well integrated. Within the project target families the number of children working as domestic labourers away from home has reduced significantly, particularly among girls aged 6-12 and 13-15. There are still a very large number of children in domestic work, many of them from ex-kamaiya families.

Restrictive conditions controlling access to land have been substantially reduced but not yet eradicated. The number of households borrowing money has increased but the source and the interest rate has changed with a large reduction in the use of the most exploitive rates of interest.

Some impacts of the project are sustainable, but due to the short project period and the lack of capacity development of the ex-kamaiya communities there is a high feeling of dependency. Without further support school dropout is expected to be high. Continued effective micro-finance provision through the DLRO is subject to changes in the support and monitoring of this activity.

The final chapter of the report summarises the lessons learnt through experience, the potential good practices identified and the recommendations that have been made.

1. Project Background

1.1 Project period, extensions and evaluations

The project 'Sustainable Elimination of Bonded Labour in Nepal' is funded by the United States Department of Labour (USDOL) with the seed money for the revolving fund provided by the Finnish government, HMG(N) and a previous ISPI-funded project. It was started in December 2001 and implemented jointly by the International Labour Organisation's Declaration programme (ILO/DECL) and its International Programme on the Elimination of Child Labour (ILO/IPEC). Based on a planned starting date of December 2000, the original completion date was November 2003. In order to accommodate delays in project authorisation and start-up an extension was made with a revised completion date at the end of August 2005. This was a no-cost extension and it seems likely that there will still be some budget surplus at the end of the project. A mid-term and a final evaluation have been carried out in December 2003 and July 2005 respectively.

1.2 Project operational area and objectives

In July 2000 His Majesty's Government of Nepal (HMG/N) abolished bonded labour and declared the accumulated debts illegal. HMG/N classified kamaiyas (a specific kind of agricultural bonded labour) living in five districts into four categories. The two most needy categories comprising 14,000 households were identified for assistance in terms of land and housing. The development objective of the project was 'to contribute to the eradication of bonded labour and the rehabilitation of bonded labourers in Nepal by 2005'.

The project is active in the 5 districts where the former kamaiyas were identified and its immediate objectives are:

Immediate Objective 1: Strengthen the capacity of government and non-government organisations to create the enabling environment for the effective rehabilitation of bonded labourers.

Immediate Objective 2: Raise awareness amongst local and national actors (including agricultural workers, landowners, employers, and governmental authorities) on effective mechanisms for rehabilitating adult and child-bonded labourers.

Immediate Objective 3: Enable 14,000 former Kamaiya families (8,000 homeless and landless, 6,000 with home and/or piece of land) in the bonded labour prone districts of western Nepal to reintegrate in their communities.

Immediate Objective 4: School-age children of bonded labourers and bonded child labourers receive appropriate, high quality education and are fully integrated into their schools and communities.

1.3 Project management committee

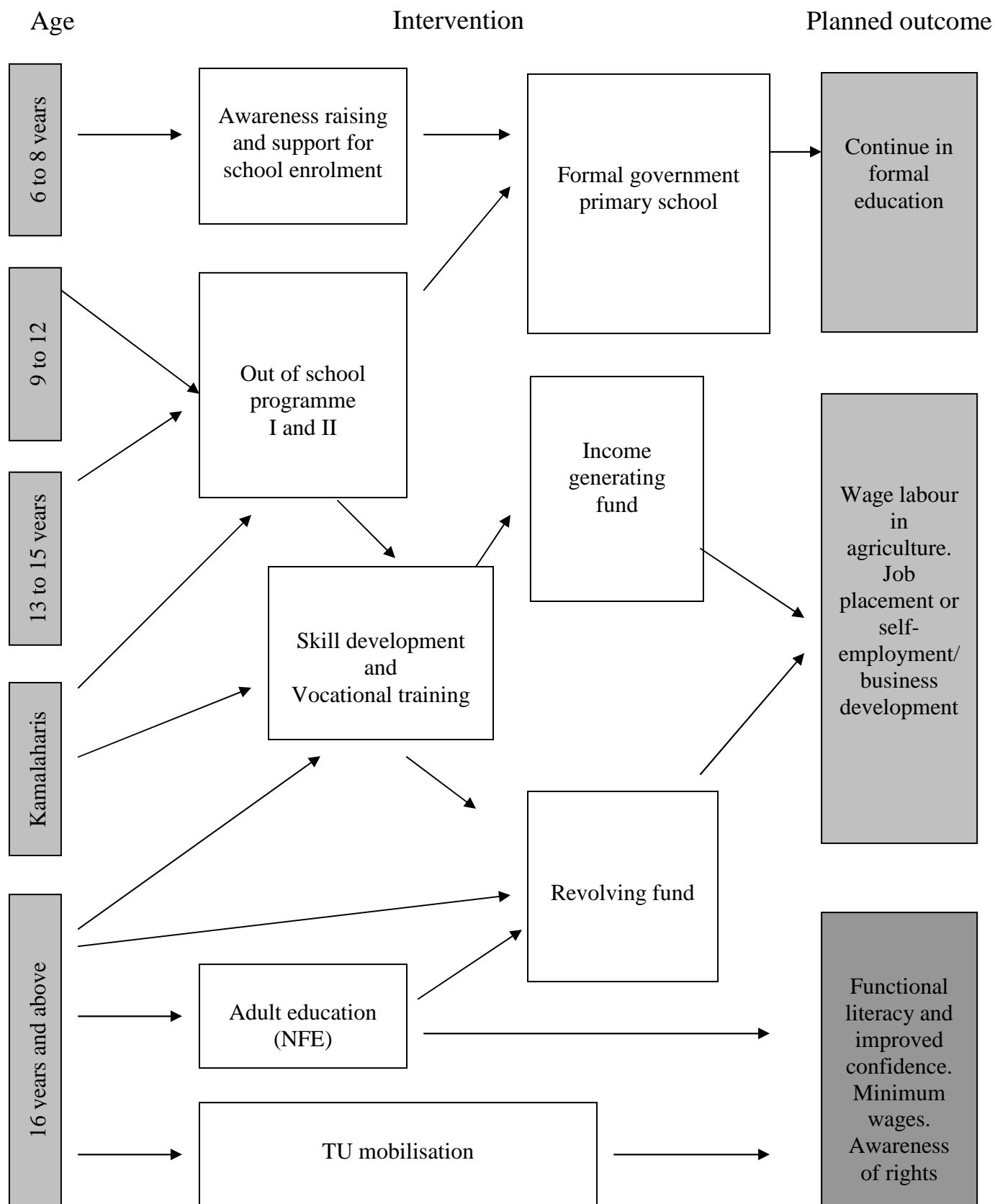
To foster the broad based partnerships at the national level, the project has been implemented under the direction of a Broad-Based Task Force (BBTF) chaired by the Secretary to the Ministry of Land Reform and Management (MoLRM).

1.4 Project strategies

The project approach includes:

1. Direct action with adults and older children, younger children and girls in domestic work through education and economic empowerment
2. Capacity building of organisations working for the rehabilitation of former kamaiyas
3. Awareness raising amongst kamaiyas themselves and the rest of society
4. Research and monitoring of the situation of the kamaiyas

The project uses a variety of interventions for the prevention and withdrawal of children from work and for the rehabilitation of former kamaiyas and these are described using the diagram below.



1.5 Project implementation partners

The project has been implemented with the participation of a number of partners carrying out Action Programmes (APs) and Mini Programmes (MPs).

- The MoLRM has implemented 1 AP for skill development, vocational training and IG activities through its 5 District Land Reform Offices
- 3 Trade Unions have implemented 3 APs promoting fundamental principles and rights at work and for strengthening agricultural workers organisations and 1 AP to develop a health micro-insurance scheme
- Non-government organisations (NGOs) have implemented 7 APs for education, empowerment and advocacy and 1 for capacity building of partners
- 1 NGO has implemented an AP for awareness raising and advocacy
- 1 NGO has implemented an AP for the provision of micro-finance services
- NGOs have implemented 17 MPs for skill development and IG

1.6 Project reporting

The project provides a detailed Technical Status Report at 6-monthly intervals in September and March each year. As well as reporting on the fulfilment of indicators for each of the project outputs they also contain information on the country context and try and identify lessons learnt and good practices. The project was subject to an external mid-term evaluation in December 2003.

2. Objectives, process and methodology of the evaluation

2.1 Objectives of the evaluation

In line with ILO/IPEC policies and procedures and as given in Chapter 8: Planning, Monitoring and Evaluation of the project document, the project is to undertake a final external evaluation.

This evaluation is based on the terms of reference (ToR) produced by ILO/IPEC (appendix 1) for the Combined Impact Assessment and Final Evaluation. These state that the ToR are based on the outcome of a participatory consultative process on the nature and specific purpose of the evaluation.

This combined impact assessment/final evaluation uses impact assessment to assess short-term project impact by repeating elements of the baseline study that was carried out at the start of the project with a final evaluation. The results from this impact assessment feeds into the final evaluation of the project. A second reading of selected aspects of the baseline survey that was conducted at the start of the project gives valuable indication of how ILO's work has affected the target population in the timeframe of the project. Through combining the impact assessment with the final evaluation, the evaluation has access to much more independent information on project indicators than is usual.

As a final evaluation, the scope is the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities since the beginning of the programme. It is focused on the project as a whole, the linkages and synergies between each component and how the project in addition to achieving specific project objectives, has contributed to the link to other ILO and ILO/IPEC activities and to the broader strategic areas and the issue of bonded labour including bonded child labour in Nepal

In addition the evaluation serves to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It serves as an important information base for key stakeholders and decision makers regarding any policy decisions for subsequent activities in the country.

The following are the headings for the broad aspects to be addressed. Specific aspects were identified based on inputs from key stakeholders.

- Validity of programme design
- Relevance of the strategy
- Implementation of the programme
- Performance and achievements of the programme (effectiveness, efficiency and unexpected effects)
- Broader and longer term impact in specific areas
- Sustainability
- Other concerns

2.2 Attribution

There have been many different organisations and projects working for the rehabilitation of the ex-kamaiyas, many with similar objectives and activities. In many situations it is difficult

to attribute change to the intervention of one specific organisation. The mapping of bonded labour intervention programmes in the five project districts that was coordinated by the project identified nine international organisations and many national organisations implementing activities.

2.3 Process for the evaluation

The final evaluation was preceded by an impact assessment which was designed and supervised by the same consultant that carried out the final evaluation and the overall process was covered by the same ToRs (appendix 1). The quantitative part of the impact assessment repeated selected aspects of the project baseline survey and provided a lot more independent quantitative and qualitative information on changes in the target beneficiary families than is normally available to a short evaluation mission. A diagrammatic overview of the expanded final evaluation is shown on the next page.

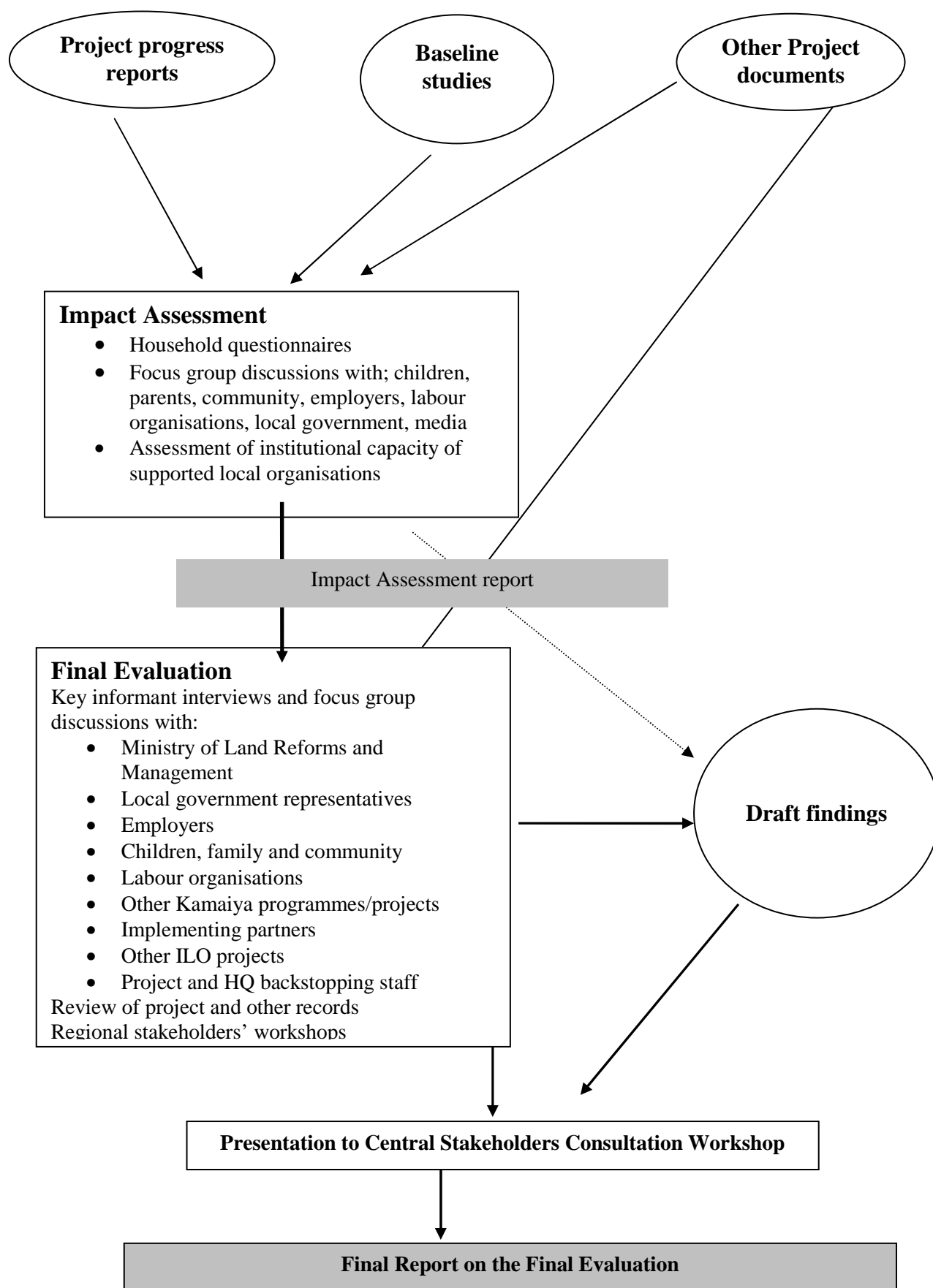
This final evaluation report does not attempt to present the findings of the impact assessment studies in totality, as considerable information was collected and not all of the details can be used by the evaluation. However it does use the findings as an independent verification of some of the project indicators and to quantify some of the qualitative conclusions reached by the more brief evaluation field mission. For this reason a short description of the methodology is given in the following section. Some recommendations on how the impact assessment could be utilised further, particularly in relation to the project objectives are given in section 3.4.3.1. A separate full report on the findings of the impact assessment has been prepared by the consultants responsible and is referenced in appendix 4.

The combined impact assessment and final evaluation was carried out under the direction of an independent consultant. The impact assessment was designed and contracted to the National Labour Academy during a visit from 2nd to 8th July. 2005. The impact assessment was carried out from the 11th July until the 16th August. Ongoing technical support was provided to the consultants until the end of the final evaluation. The final evaluation was carried out from 18th to 31st August by the international consultant supported by a national consultant.

The overall process and methodological issues have been described in more detail in the 'Evaluation Instrument' prepared in July 2005 at the end of the first field mission.

Prior to and completely separate from the combined final evaluation, a study was carried out by separate consultants (not part of the evaluation) to identify good practices and lessons learned on experiences of combating child bonded labour (Prasai, S and B Acharya, 2005). The draft findings from that study, which was able to go into more detail on practices in specific locations and situations, were available to the evaluation consultants and contributed to the evaluation. It is a useful document to read alongside this report.

Diagram of the combined impact assessment and final evaluation



2.4 Impact assessment methodology

The purpose of the impact assessments was to obtain detailed information on changes in the target group during the period of the project and to identify if possible the relationships between the changes identified and specific project interventions. As far as possible changes were assessed in the indicators and five major impact areas that have been identified in the 'IPEC Impact Assessment Framework' (appendix 2). Information on other specific aspects that were identified during the stakeholder consultation process was also collected. Information on many of these indicators and aspects had been collected at the time of the baseline studies in which case direct comparisons could be made.

The specific objectives, checklists for the questionnaires and focus group discussions (FGDs), the focus groups and their numbers and ToRs for the local consultant are all provided in detail in the Evaluation Instrument.

The study had a quantitative element based on a questionnaire, that was based on the baseline questionnaire for household heads, and a qualitative element based on FGDs with all of the locally based stakeholder groups and community institutions. The same sampling unit, the kamaiya household with the head of the household (usually male) as the respondent, was used for the questionnaire as in the baseline study.

Sample numbers:

A 5 percent sample of households was taken with a minimum sample of 30 per category per district. The numbers of interviews carried out with household heads and the sample percentage of the total population for each district and category are as follows:

District	A category		B category		Total no. of interviews
	Number	% of total	Number	% of total	
Kanchanpur	132	5.4	31	13.5	163
Kailali	133	5.3	104	5.4	237
Bardia	120	5.0	61	5.1	181
Banke	31	20.9	41	5.6	72
Dang	30	17.1	30	13.0	60
Total	446	5.8	267	6.2	713

57 FGDs with were held with kamaiya children, men and women from both 'A' and 'B' categories, schoolteachers, employers, media persons, local leaders, skill trainees, and non-kamaiya agriculture labour. 18 institutional capacity assessments were held with camp management committees, vigilance committees and kamaiya samuhas.

2.5 Final evaluation methodology

The findings from the quantitative and qualitative impact assessment studies were used extensively both as information that could be transferred directly to the evaluation findings and as a support for other areas of enquiry.

An email consultation using a short questionnaire was carried out with the Executive Directors of the partner organisations. This focussed mainly on their vision and institutional capacity to continue working on bonded labour and child labour issues.

Project documents, including reports and selected correspondence files were reviewed. A list of these documents is given in appendix 4. Semi-structured interviews were carried out with key informants in Kathmandu.

Use was made of the Project's detailed monitoring and reporting processes, including the through six monthly reports made to ILO and USDOL.

Visits were made to kamaiya camps in 4 of the 5 project districts. All of these were situated close to main roads due to limitations imposed by time and security. An assessment of the level of bias that these sites represented was obtained during many of the key informant interviews. In these districts semi-structured interviews and informal discussions were held with Action Programme partner staff, project staff, adult ex-kamaiyas, and ex-kamalaharis. Discussions with school children of ex-kamaiyas were facilitated with the help of a simple game. In addition, opportunities were taken to make short unplanned visits and to talk informally with children and adults within the camps. Semi-structured interviews and informal discussions were also held with representatives of organisations working with kamaiyas but not directly involved in the ILO project.

During the mission for the final evaluation two one-day regional stakeholder consultation workshops were held. Both workshops were held in Nepalgunj due to a royal visit in the Far Western districts. Attendance in the workshop for the Far Western districts was less than planned due to the location and due to transport strikes hindering travel. Representatives of all of the main stakeholders were invited and a presentation was made by the NLA on the findings of the impact assessment. There was an opportunity to respond to this presentation and group discussions were held on challenging issues. Points from the plenary discussion on the presentation and from the group discussions have contributed strongly to this evaluation.

A presentation of the draft findings of the final evaluation was made to central stakeholders at the end of the mission and participants were able to comment on and question the points made. This was followed by group work on challenging issues that had been identified.

A full list of individuals, groups and organisations consulted during the evaluation mission is given in appendix 3.

A draft of this report was circulated to key stakeholders; USDOL, ILO and the Project, and comments received from them have been incorporated in this final version.

3. Presentation of main findings

3.1 Project design and relevance

3.1.1 *Problem and need identification*

The project document gives a thorough description of the origin and incidence of bonded labour and child bonded labour under the kamaiya system. Although other forms of bonded labour are acknowledged, there is no description or analysis of the numbers affected. Information on these other forms would have been very limited at the time. The project is designed within the rather narrow interpretation of bonded labour that HMG/N was using at the time; those kamaiyas identified by the 1995 survey in the 5 Terai district in the Mid-West and Far-West Regions (approx. 15,000 households, 83,000 individuals). The existence of kamaiyas in the 3 Terai districts of the Western Region is recognised and it is proposed that the project should gather information on them through a survey. A broader review of child labour in Nepal is included.

Independent reviewers and government sources acknowledge the existence of other forms of bonded labour and estimates of the number of individuals affected by bonded labour in agriculture alone vary between 200,000 and 300,000 (ILO 2005 and Sharma 2004?). Set in this context the title of the project is misleading.

Lesson on problem identification:

- **The background document should acknowledge the full extent of bonded labour even if ILO or the national government are not in a position to either acknowledge it formally or take action**

In 2000 HMG/N carried out a kamaiya identification process that identified 18,400 households of which 13,461 were in categories A and B, those who were most vulnerable with least access to land. It is these households that the project focussed its activities on and approximate targets had been correctly set before this information was available. However as it was claimed that the identification process had missed many kamaiyas, further identification was carried out in 2003 when a further 14,000 A and B category kamaiyas were identified. This additional number could not have been foreseen at the time of project preparation and the project was not able to incorporate them into its activities. Neither has the government been able to provide much assistance to them to date.

There is very little information on the situation of the C and D category kamaiyas. If the identification process was carried out correctly they should have access to some land, and although needy, given that the project had limited resources it was appropriate to only target A and B categories.

The document identifies gender concerns, that although 'kamaiya' refers to the male head of the household, other family members are also bonded to work. It draws particular attention to the practice and dangers of girl children in domestic work away from their homes.

The selection of the MoLRM as the main partner agency was appropriate as it was already taking initiative and leading the way by identifying the affected families and redistributing land and has a permanent presence through its district offices and staff.

The education objectives of mainstreaming poor children into formal school fits well with the 2015 target of primary education for all.

3.1.2 Project formulation and logical structure

The mid-term evaluation commented in detail on the logical structure. Although Logical Framework principles are used it is not presented as a single framework and in places it is difficult to see the link between immediate objectives, indicators and outputs. In accordance with ILO/IPEC design methodology indicators are given for the immediate objectives but not for the outputs as the achievement or not of these should be clear. However some of the output statements require a complex mix of activities in order to achieve them and they are not easy to assess.

Target figures are given for the quantifiable indicators. However in the 6-monthly technical progress reports project management has revised these targets figure (mainly upwards) although they have never been formally revised through a written dialogue with the donor.

Although the security situation has deteriorated during project implementation, there were issues at the time of project formulation. The only consideration given to it in the project document is that the CTA will be based in Kathmandu as it is not possible to be in Nepalgunj due to the 'current security problems'.

Lesson on project preparation:

- **Security, and the possible deterioration in security, should be recognised during project preparation and consideration given to possible alternative strategies**

3.1.3 Institutional arrangements

The managing committee was the Broad-Based Task Force, under the chairmanship of the Secretary of MoLRM, which is responsible for addressing the problem of bonded labour. This was an appropriate structure as members were both involved and interested in the project.

Within ILO, authorisation for main decisions and technical approval were required from more officials than normal as it was a joint Declaration/IPEC project and was partially overseen by a regional office in Delhi. This contributed to a long approval process as noted below.

3.2 Changes to the project during implementation

3.2.1 Important changes in the external environment

The security situation

Immediately prior to the signing of the agreement, a state of emergency was announced in November 2001 when the first cease-fire with the Maoists broke down. Apart from another cease-fire from January to August 2003 the security situation gradually deteriorated. At the very beginning of the project in December 2002 the project districts were classified as being

in 'Phase II', which restricted the movement of the ILO staff. In August 2003 this was revised to 'Phase III' with greater restrictions.

Some negative effects of the security situation on project implementation include:

- Severe restrictions on the movement of project staff limiting monitoring and support. After August 2003 travel was only permitted in UN marked vehicles fitted with radio communication and according to a pre-arranged schedule. This limited the sites that could be visited and the regularity of field visits and increased costs
- Almost complete stop to DLRO staff moving outside of the district centres, curtailing land allocation and follow up and monitoring of training and micro credit
- Restrictions on the movement of other partner staff and often 'permission' being required to visit certain areas. Time interacting with the community was controlled
- Absence of banks, agriculture/veterinary services outside of the district centre. Accessing these services became more time consuming and costly for villagers
- Frequent strikes and blockades disrupted planned activities
- Schools closed for up to a month at a time
- Requests for registration and donations by the Maoists to partners

Some positive effects were also identified and these include:

- Employers are not able to exploit labourers
- Transparency in finances of partners as the use of funds were monitored by the Maoists to see that they were benefiting the poor
- Pressure from the Maoists to fulfil obligations for the benefit of the poor
- A strong incentive to recruit and use local staff as they had greater access
- When conflict started in 2003 landlords went to district headquarters to be safe. In order to improve their standing they started talking with trade unions and supported ex-kamaiyas and the minimum wage.

The impact on specific project objectives and outputs will be identified in the later sections. The project was able to continue implementation which implies an evaluation by the Maoists that it was delivering benefits to some of the needy members of the community. The main project response was to continue with the APs and reduce monitoring and supervision to levels that kept ILO staff in relative safety. The security measures and equipment that were required increased operating costs.

3.2.2 Significant changes in project design during implementation

A number of appropriate changes have been made to the implementation process based on the reality in the field. These include:

A detailed socio-economic baseline study of A and B category kamaiyas was carried out early on in the project. This provided a more accurate picture for planning AP interventions and provided the basis for the comparative end of project study that the impact assessment is based on.

OSP II classes have largely been cancelled as the children it was designed for (aged 14-16) had either already attended OSP I or were not interested in education as they were already in full time work.

A bridging course was developed to continue the education of OSP I students until the new school year started. This focussed on subjects that the OSP curriculum does not give as much attention to as the revised school curriculum.

Changes were made in the skill training areas based on the recommendations of the study on 'Economic and Livelihood Alternatives for Ex-kamaiyas and Equally Vulnerable Communities'.

Alternative strategies for the provision of skill development and micro-credit have been tested in the closing stages of the project through mini-programmes run by local NGOs and through the Nirdhan Utthan Bank Ltd. Although it was never acknowledged that these were developed due to the difficulties that the DLRO staff faced in monitoring and supporting their skill development and micro credit activities, these pilot activities provide interesting alternatives (it is too early to evaluate their effectiveness).

Lesson on project implementation:

- **Flexibility to modify the project design and to use alternative strategies to achieve the project outputs and objectives contributes to achievements**

One change that can be questioned is dropping the planned baseline study of kamaiyas in the 3 Terai districts in the Western Region; Rupandehi, Kapilvastu and Nawalparasi districts. The project reported that MoLRM were reluctant to go ahead with this study while they were still struggling to provide land and other facilities to identified kamaiyas in the five main project districts. Following the internal review in May 2003 it agreed instead that a joint MoLRM and ILO mission should assess the situation at the end of 2003 in order to encourage the government to begin the process of identifying kamaiya families. This joint mission never took place and there is no record that there was any discussion within ILO on how to approach the government on this issue. It was reported that instead a visit was made by MoLRM and that a report on this visit was made at the BBTF, although nothing is recorded in the minutes.

Lesson on support for project management:

- **Regular communication and support from the ILO Country Office and Desk Officers is required on issues where ILO's mandate and government's willingness/ability to act are in conflict**

3.3 Overall project management

3.3.1 Implementation of the project

Project implementation; some key dates

February 1999	Mission from ILO HQ met with MoLRM to discuss a project for the sustainable elimination of bonded labour
April 2000	First draft of project document prepared
July 2000	Declaration of the abolition of bonded labour
November 2000	Official launch of the project
January 2001	Technical and financial approval from ILO received
February 2001	CTA appointed
May 2001	National Project Manager appointed
December 2001	Project agreement signed with HMG/N Staff recruitment started
February 2002	Kamaiya (prohibition) Act passed
May 2002	Project field and support staff appointed
July 2002	Project baseline study completed
November 2002	First APs signed (with NGOs for awareness raising and children's education and empowerment)
March 2003	AP with MoLRM signed for skill development and micro credit APs with TUs for promotion of fundamental principles and rights at work for agricultural workers
June 2003	AP with HURDEC for capacity development of implementing partners
December 2003	Mid-term evaluation Departure of CTA
Nov 2004 to Jan 2005	Most of the Mini Programmes were approved during this period
March 2005	AP with NUBL for micro-finance
August 2005	Project closure

Issues arising from the implementation schedule:

Delay in formal agreement of the project

Formal agreement with HMG/N took 13 months. This was mainly concerned with questions raised by the Ministry of Finance on the requirement for and tenure of the CTA and arrangements for auditing. It is said that it is a regular occurrence for it to take about 10 months to finalise agreements with HMG/N.

Delay in designing and approving APs

The main APs that were central to project implementation took between 11 months and 18 months to be prepared and approved. According to the project implementation schedule this period should have lasted 4 months.

Reasons given for the extended time include:

- The worsening of the security situation as discussed above.
- Low technical ability of partners to prepare APs
- Technical clearance required from many actors; Sub-Regional Office on bonded labour in Delhi, IPEC and Declaration in Geneva
- After technical clearance it can take 1.5 months for authorisation from procurement
- Delays by HMG/N in providing land and housing support

Some consequences of these delays were:

- A long period between beneficiaries getting into a vulnerable situation and implementation of rehabilitation activities. (Many landlords reacted to the Kamaiya Act by evicting ex-kamaiyas from their land, making them and their families landless and homeless)
- Less time for the delivery of the project outputs with potential effects on quality and sustainability
- APs that were essential for the achievement of the project objectives, those with the MoLRM and trade unions, were signed 15 months after the project had started, close to half way through the project implementation period. (One stakeholder responds to this observation by saying that “The “late” commencement of the APs with MoLRM and the Unions was in part a conscious decision by project management, on the basis that it was necessary to get the education APs through first, because of the timing of the school year. Once this was done, they turned their attention to the other APs. 15 months is around 1/3 of the way into project implementation (44 months in total).”)
- Implementing partners had to implement their programmes with their existing (limited) capacity as the AP designed to strengthen their capacity came into effect 7 months after the first APs.

The long time required for approval of programmes also effected the Mini Programmes and infrastructure support for schools that were implemented near the end of the project.

Initiation of new activities near the end of the project

An AP for micro-credit was agreed in March 2005 with only 5 months of the project remaining. The partner makes a commitment in the AP proposal to maintain the service after the completion of the project but also stated during discussion that it is their professional opinion that it takes 2 to 3 years to achieve economic sustainability and that they are hopeful for further support.

Agreements for Mini Programmes were approved during the period from November 2004 until January 2005. There has been sufficient time to deliver the specific services but curtailment of support so soon afterwards must jeopardise the sustainability of the activity.

Project implementation schedule and total time

The project document includes a tentative project implementation schedule. This tentative timeline was optimistic in terms of the time required to get the initial aspects of the project established and in the time required to achieve a reasonable level of sustainability

Lessons on AP preparation and approval and on project duration:

- **Preparing APs is a critical start-up activity under the control of the project. If capacity to prepare these is limited in the IPs it may be necessary to hire additional staff of an appropriate level in order to reduce the start-up time**
- **Projects implemented jointly by IPEC and Declaration have to receive approval from a larger number of officials than normal and this increases the time required**
- **Project time frames should have some allowance for the certainty that not everything will run to plan. Some contingency would reduce the negative impact on implementation that delays in AP preparation and approval have**

Recommendations:

- **ILO departments involved in the preparation, approval and financial disbursement process should review their procedures to identify how the overall time could be reduced while maintaining technical and financial safeguards**
- **Clear justification should be made for any APs or Mini Programmes that are initiated within the last 12 months of a project looking closely at the sustainability of the activity and/or of its effect**

3.3.2 Coordination

Coordination between the different organisations working with ex-kamaiyas is very challenging due to the large numbers of government, non-government, bilateral and multilateral organisations working with overlapping objectives and geographical areas. Commenting on the overall intervention most observers agree that there has been a considerable amount of overlap and wastage.

This present report focuses on coordination as it effects the implementation of the SEBL project although this clearly has to go wider than SEBL implementing partners.

At the central level the BBTF was an effective forum for linkage and coordination between central government organisations.

Amongst the international agencies there has been an Interagency Coordination Meeting. The main achievement was the development of a document identifying the interventions of each agency in each of the 5 districts. This was presented at a dissemination workshop on 22/7/03. Since then there have been few meetings and it is no longer active. The September and December 2003 progress reports identified confusion and duplication due to the number of agencies involved as an issue. There is little evidence of coordination now although one stakeholder comments that: "All most all the Projects of other organizations were terminated between 2003 and 2004 therefore coordination among various agencies was weak. However, it is active among SC (US), PLAN, Action Aid Nepal and ILO."

The AP with the MoLRM included the appointment of a full time Coordinator based in Nepalgunj whose task was to build synergy across the various programmes targeting former kamaiyas and to avoid duplication. The Coordinator in practice was based in Kathmandu and worked on the implementation of the MoLRM AP rather than on overall coordination. The establishment of an 'active network of advocates and implementers' which was one of the objectives of the MoLRM AP was not achieved. The MoLRM Coordinator also had other responsibilities within the Ministry. The fact that a full time Coordinator had not been appointed by the MoLRM was identified in the mid-term evaluation.

Each district has a District Kamaiya Monitoring and Rehabilitation Committee under the chairmanship of the DDC Chairman. Most of these have only met occasionally. This is in part explained by the lack of an elected government structure and the lack of a focussed interest by the DDC. The DLRO were also aiming to form a district Bonded Labour Network but this has not been successful and is reported on under immediate objective 2.

At the camp-level education interventions have been well coordinated with little overlap or confusion. The District Education Office and AP partners have coordinated well. Education partners have also been able to coordinate with other projects providing infrastructure and help direct these to the most needy areas.

However there are many local level kamaiya groups and many individuals are members of a number of groups. Group membership is often a pre-requisite to obtaining benefits from a particular organisation. There is a lot of duplication in the organisation of savings groups, the provision of micro-credit and of skill training.

The 3 trade union partners have different political connections so although there have many common objectives they are more competitive in nature. They each seek to establish their own structure including vigilance committees in each camp.

3.3.3 Cost effectiveness

An independent analysis (UNDP 2004) has reported that the overall cost for kamaiya rehabilitation is high (estimated at Rs 300,000 (approx. \$4,110) per family since July 2000 due to poor coordination between all of the agencies.

The cost of the SEBL contribution has been \$207 per family or approximately Rs 15,100. This is a very reasonable figure in relation to the outputs achieved. Due to the ongoing civil conflict there have been some additional costs due to security equipment and measures. Despite this the costs of the project have been below budget and the budget was revised downwards during implementation.

The costs of two specific outputs can also be highlighted in relation to their cost effectiveness:

- The cost of supporting children to attend school was a one-off payment of Rs 225 (\$3.08) to the school and Rs 550/year (\$7.53) for uniform, bag and stationary. This compares very favourably with some alternative incentive schemes.
- Rehabilitation of kamalaharis cost Rs 6,000 (\$82.19) each.

3.3.4 Monitoring and reporting

The project relies on the reports from the implementing partners in order to compile the overall report and there appears to be little independent verification. The impact assessment is the main means of independent verification.

The DLROs have very good records on the kamaiya groups, the trainings conducted and trainees attended, and on revolving fund and income generating fund disbursements.

Records on all children involved in the programme are maintained through a child tracking form that enable their progress to be followed over a number of years. Partners felt that the tracking form was good but also that a lot of work was required to maintain it and many of the forms had not been updated with the 2005/05 school results that were made available in May 2005. The APs were already complete by then. The tracking form therefore only has information from one school year and the usefulness of this relative to the work required is questionable.

The project is jointly implemented by ILO/IPEC and by ILO/Declaration. All of the reporting formats that have been used, for example for AP final reports and for the regular technical progress reports, have been the IPEC formats. These are designed to present progress and identify issues that relate to the withdrawal and elimination of child labour with specific questions relating to the generic issues concerning the impact on children and their families. Similar specific questions on generic issues relating to fundamental principles and rights at work are not represented so that these formats do not support the presentation of achievements and challenges in this area.

3.3.5 Response to the mid-term evaluation

The mid-term evaluation carried out in December 2003 made a number of recommendations to the project. These are reviewed and notes made on the changes that have been made in response. (Some of the recommendations were rather generalised and outside of the control of the project and no comment has been made on these).

Extend the project period

A request to extend the project completion date to 31.08.05 had already been submitted prior to the mid-term evaluation. That extension was agreed. As noted in this report, there are still limitations on what can be achieved within the revised project period.

Revise the project document

The document has not been revised as recommended so that the weaknesses identified in the logical structure have remained.

Have functional coordination and a full time coordinator

Initiatives to improve coordination have been made. The MoLRM has not appointed a full-time coordinator and as noted in 3.3.2. The district and regional Bonded Labour Networks have not been established.

Categorise settlements and provide services accordingly

There has been no attempt to provide different services according to the needs of the camp or settlement. The security situation has been the main influence in determining which services specific camps have received.

Strengthen monitoring

The monitoring of the education components and record keeping of the micro-credit and skill training has continued strongly. Field monitoring by project staff and in particular DLRO staff has been limited and has been constrained by the security situation. No alternative mechanism has been developed.

Make BBTF active

The BBTF has been active at the central level and it is unrealistic to expect their members to make field visits in the current situation.

Pay more attention to the needs of women

Project achievements are reported for both men and women separately and are positive in regard to participation of women in many aspects. There has been little recruitment of women by the project or its main partners so there has been no opportunity to correct the gender imbalance in the field staff.

Focus on social mobilisation for institutional development and hire an agency specialising in social mobilisation

Some draft APs were prepared for this purpose but were never implemented. The lack of action for this important intervention has weakened the sustainability of the kamaiya groups and is discussed in more detail in section 3.4.1.5.

Focus more on employment opportunities

Changes were made in the skill training areas based on the recommendations of the study on 'Economic and Livelihood Alternatives for Ex-kamaiyas and Equally Vulnerable Communities'. Skill training for employment or self-employment were also the focus of the mini-programmes.

Coordinate with others for on-farm employment opportunities

More agricultural-related skill training has been provided by the DLRO and all of the Mini Programmes provided farm-based training.

Study the impact of vocational training

Some undocumented studies have been carried out. These are reviewed under objective 3.

Advocate strongly for support to schools

There has been some coordination with projects supporting education and some support for physical infrastructure has been obtained for the schools involved.

Formulate labour standards and implement them

The three APs with trade unions have been implemented.

Involve landlords and employers more intimately

Landlords and employers have not been involved closely. If they had been involved it may have contributed to the sustainability of the impacts.

3.4 Achievement of immediate objectives

3.4.1 Immediate Objective 1: Strengthen the capacity of government and non-government organizations to create the enabling environment for the effective rehabilitation of bonded labourers.

3.4.1.1 Kamaiya (prohibition) Act

HMG/N passed the kamaiya (prohibition) Act in February 2002. Many kamaiyas identified their liberation and their independence from their old master as the most significant change that has occurred and the passing of this act is very significant.

Although titled ‘kamaiya’ the definition of kamaiya includes all forms of bonded labour. It is clear from the wording of the act and the definitions used that the intention was to cover all forms of bonded labour. However, due to the use of ‘kamaiya’ and not ‘bonded labour’, implementation has been restricted to kamaiyas and almost exclusively to the 5 districts that the project is working in. It is reported that some landlords of kamaiyas in other districts have not cancelled debts. The situation of the kamaiyas in these 5 districts was the focus of most national and international advocacy work.

It is clearly recorded that other forms of bonded labour exist in many districts in Nepal but there has been no policy or implementation initiatives to address them apart from the Kamaiya (prohibition) Act. ILO’s assistance has been focussed on implementing the project; there has been little support to assist the government to implement all aspects of the act. There have been no initiatives for the rehabilitation of ex-kamaiyas identified in 2059 (2003) or for ex-kamaiyas outside of the 5 project districts, or of any other bonded labourers. The planned baseline study of kamaiyas in the 3 Terai districts in the Western Region; Rupandehi, Kapilvastu and Nawalparasi districts was not implemented due to reluctance of MoLRM. This was discussed in section 3.2.2.

Recommendation for ILO/IPEC and DECL:

- **When a significant legislative step is made, especially early in a project, then project management should review related outputs and activities to identify what could be done to promote the implementation of the new legislation**

Recent changes in government have made the central and local authorities less accountable to the public and there currently seems to be less commitment to addressing the wider issues of bonded labour. The current government is planning to restore elected institutions.

The project revision in November 2003 recognised that some of the activities for this objective were redundant as the national policy had been adopted. The revision proposal replaced a national level workshop for policy development with a national level workshop “toward the end of the project to feed the lessons learned from the implementation into further refining existing policy”. The proposed workshop has, in the perception of the project management, been merged with the final evaluation. The evaluation consultant who facilitated the workshop was not aware of this until afterwards and the workshop, while identifying lessons from implementation, did not address policy development.

3.4.1.2 Other policy developments

The MoLRM developed the guidelines for group organisation and revolving fund mobilisation that were required for the implementation of the Kamaiya (prohibition) Act in the 5 project districts.

The MoLRM produced a detailed report and critical analysis of the overall intervention for ex-kamaiyas in 2060 (2003/4). This was an in-depth and honest review and should be useful for any future review of policy and interventions. It does not appear to have been used to revise implementation to date.

The MoLRM in their AP final report recognises the significance of the experience they have gained and how it can be used for other needy groups. One of the ‘lessons learnt’ that they identified is the potential to “replicate (the) rehabilitation model of ex-kamaiyas with some improvements to other deprived and poor communities such as Halia, Dalit and Haruwa/Charuwa etc”.

3.4.1.3 Land distribution

Land distribution is a very progressive and significant intervention for the rehabilitation of the ex-kamaiyas and was started in 2001 by MoLRM and a lot of the target was completed in that year. The reasons for kamaiyas not yet receiving land are reported as:

- Physical identification and verification is not possible in areas where DLRO staff are unable to visit due to the security situation
- Previously identified household heads are absent
- Previously identified household heads not having citizenship papers

Land ownership and kamaiya identity cards (required to be identified as a beneficiary of the government rehabilitation activities) were only distributed to men except where there was no male household head.

Land has been distributed to A and B category ex-kamaiyas as follows:

Ex-kamaiyas who have received agricultural land

Category	MoLRM report	Project report	Project target	Impact assessment	
				% of HH	Avg. area/HH (Ha.)
Category A	-	-	100	97.31	0.12
Category B	-	-	100	70.04	0.09
Total	12,019 (99%)	97	100	87.10	0.11

Most land allocation has been in a different location to where the kamaiyas previously lived and worked. This has shattered social relations and limited employment opportunities. In the new location the workers have to compete with the locals for work and services such as education and health.

As many category B kamaiyas are living off the camps in scattered locations it has been more difficult to provide them land and activities in these areas has been effected more by the lack of security for project staff.

Recommendation for future land distribution schemes:

- As far as possible land should be provided close to the beneficiaries original area of residence and work in order to avoid the disruption of social relations, work and the provision of services to the beneficiary and others

3.4.1.4 Effective application of national and international labour standards for agricultural workers in project districts, including the application of minimum wage legislation

Membership in agricultural workers' unions

Three national-level trade unions have implemented action programmes designed to strengthen their district agricultural labourers organisations. These APs have been implemented in the 3 districts in the Western Region where kamaiyas are found in addition to the 5 districts that the project is active in. A summary of their combined membership records is given below.

	Paid members		Non-paid members		Ex-kamaiyas		Total	
	Male	Female	Male	Female	Male	Female	Male	Female
5 project districts	6,717	4,349	14,270	4,876	11,158	4,530	20,987	9,225
3 Western Region districts	382	483	2,476	702	-	-	2,858	1,185
Total	7,099	4,832	16,746	5,578	11,158	4,530	23,845	10,410
	11,931		22,324		15,688		34,255	

Some points to note are:

- No ex-kamaiyas are specifically reported as taking membership in the 3 Western Region districts (there has been no formal kamaiya identification process in these districts so it is not possible to formally categorise membership in these terms).
- 65% are in the 'non-paid' or the 'Supporting' membership category. The level of commitment required for this is clearly low
- 46% are ex-kamaiyas

Some TU workers reported that the conflict had had a significant negative effect on their work but this feeling was not held by all of them.

Based on the figures reported by the trade union partners the project reports that 55% of adult ex-kamaiya household members have membership in agricultural trade unions against a target of 60%. In contrast to this figure the findings of the impact assessment were (see appendix 5.1 and 5.2 for data tables):

- 6.3% of adult kamaiya family members are members of TUs. 8.1% of category 'A' and 4.3% of category 'B'
- 8.5% of male adult kamaiya family members and 3.8% of female family members have membership of TUs

- 11.5% of kamaiya household heads are members of trade unions, 14.3 % of category 'A' and 6.5% of category 'B'
 - Membership in category 'A' has increased from 2.9% to 14.3% since the baseline (statistically significantly different at the 1% level)
 - Membership of category 'B' has increased from 4.1% to 6.5% since the baseline (statistically no significant change)

Some of the difference between the figures reported by the project based on TU reports and those found by the impact assessment may be attributed to the following:

- Those identified by the TUs as ex-kamaiyas may be in categories A, B, C or D
- Those identified by the TUs as ex-kamaiyas may be those identified by the 2003 identification process. They are more likely to be interested in joining a union as they have a current need to articulate their rights
- Those registered as 'non-paid' members may not have responded to the impact assessment interviewer that they were members of unions
- TU leaders suggested that there may be some hesitation by members to acknowledge their TU membership to strangers such as the interviewers due to the political connotations and the security situation.

The qualitative assessment carried out during the final evaluation revealed a low level of awareness of trade unions, very limited membership and a low renewal rate among members. The main consequence of this much lower impact of the trade unions on the target group than previously understood is apparent in the low levels of awareness that are discussed under objective 2.

Lessons regarding trade union activities:

- **While activities implemented through trade unions have the advantage of reaching the wider community of agricultural workers, the impact on the specific project beneficiaries may be quite limited**
- **If a specific target group is to be impacted, then the monitoring system needs to be equally specific**

The above generalised figures conceals the fact that some agricultural workers organisations in specific districts were much more active than others. There are significant differences between organisations and between districts within the same organisation. The factors that contributed to an active and effective organisation include:

- A high representation of kamaiyas and other agricultural labourers in the district and village level committees
- A reasonable level of acceptance by the Maoists

Vigilance Committees

Trade union APs included the formation of Vigilance Committees with the specific mandate to ensure that the minimum wage was received by all labourers, that there was no discrimination between men and women, and to monitor child labour. Most ex-kamaiyas were unaware of the presence of the vigilance committees. Some factors that contributed to this were:

- There was no coordination between the TUs and there was the potential for 3 Vigilance Committees within the same ex-kamaiya camp
- Those agricultural workers organisations that were active had a separate and permanent village-level committee, which has overlapping objectives and members with the Vigilance Committee. The village-level committee is likely to take over this responsibility after the project is completed
- As the Village Development Committees are not functional at the moment, any case concerning an infringement against the minimum wage laws has to be filed in the district centre. This involves additional time, effort and expense.

Lesson regarding coordination:

- **Where project partners are working in the same area and with the same objectives (although with differing philosophies) a coordinating mechanism is required to avoid duplication and resources being thinly spread**

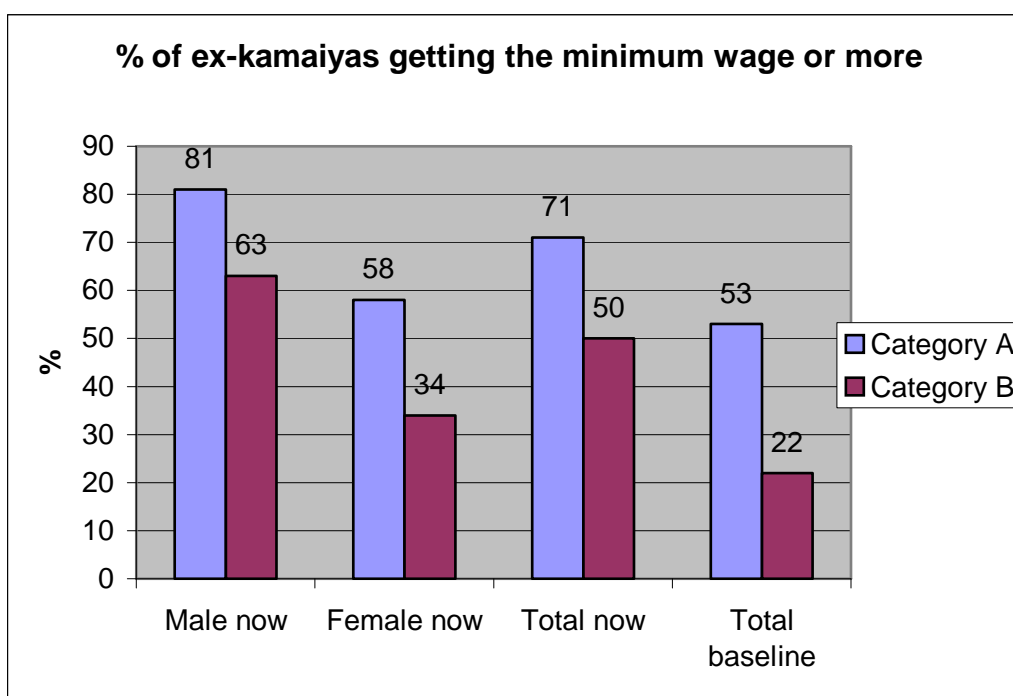
Lesson regarding formation of project-specific committees:

- **Existing committees and structures should be reviewed before establishing new ones to see if they have the potential to carry out the role required by the project**

Minimum wage

Approximately four years ago the government set the minimum wage at Rs 60 for 8 hours work. Some districts have revised this upwards to Rs 80.

According to the project report 83% of agricultural workers receive at least the minimum wage. The target set in the project document was 70% and this was revised upwards by project management to 90%. The figure reported by the project is based on the perception of TU activists and agricultural labourers. The chart below, based on data presented in appendix 5.3, presents the findings from the impact assessment interviews. The impact assessment used the Rs 60 minimum wage for its analysis.



- 63% of ex-kamaiya adults are receiving the minimum wage, an increase of 19% from 44% in the baseline. This is a significant achievement (although considerably less than reported by the project). However the average masks a number of important variations
 - There are large difference between ‘A’ and ‘B’ category ex-kamaiyas
 - Currently 71% of ‘A’ category ex-kamaiyas are receiving the minimum wage, an increase of 18% from 53% in the baseline (statistically significantly different at the 1% level)
 - Currently 50% of ‘B’ category ex-kamaiyas are receiving the minimum wage, an increase of 38% from 22% in the baseline (statistically significantly different at the 1% level)
 - There are large differences between men and women
 - Currently 81% of men and 58% of women category ‘A’ ex-kamaiyas are receiving the minimum wage, a difference of 23%
 - Currently 63% of men and 34% of women category ‘B’ ex-kamaiyas are receiving the minimum wage, a difference of 29%

Field observation (in camps close to the road) shows that most ex-kamaiyas (men and women) are receiving the minimum wage or more, and that some employers differentiate between men and women, other do not. It is reported that wage levels decreases and the differential between men and women increases in the more remote locations.

Conclusions on the minimum wage:

- Although significant improvements have been made the percentage of agricultural workers receiving the minimum wage is considerably less than reported by the project
- Between 20 and 30% less women are receiving the minimum wage compared to men. Some of this will be due to different types of work and will not all be due to different wages paid for the same work

- A higher percentage of ‘A’ category ex-kamaiyas, all of who are in camps, receive the minimum wage. This may be due to greater organisation and bargaining power due to their close proximity. The findings under objective 2 suggest that it is not related to a difference in levels of awareness.

Lesson on project monitoring:

- **Monitoring of important indicators such as the receipt of minimum wages requires a source of information that is objective and independent from the partner responsible for the required change**

Health insurance

A pilot AP was run in collaboration with the ILO/STEP programme by a trade union to provide health micro-insurance in 2 districts. The AP started in September 2004 and in Banke district 266 household representing 1,617 members are covered. Some initial problems had arisen due to limited understanding about how the scheme operated. Currently it is too early and probably too small to evaluate its effectiveness.

3.4.1.5 Strengthening the capacity of different organizations involved in supporting formerly bonded agricultural labourers and their families

Project implementing partners

An AP was implemented with the specific objective of strengthening the capacity of the implementing partners. A needs assessment was carried out and training provided in project cycle management, account keeping and for micro-finance motivators. All of the implementing partners reported that this training was good, although as noted earlier, it would have been more helpful if it had been implemented early on during the implementing partners’ APs. The increased understanding of bonded labour and child labour issues and the improved management capacity of the organisations has the potential to continue to contribute to the project objectives beyond the life of this project.

Potential good practice:

- **The provision of training to develop the understanding and capacity of implementing partners to implement project to bring about positive change in child labour and bonded labour situations**

Some constraints on the effectiveness of this training were:

- The late implementation relative to the other APs
- Very low participation of women (3 out of 31 PCM trainees were women, 0 out of 18 accounts trainees were women and 1 out of 21 micro-finance motivators were women)
- The DLRO participants were unable to put much of their training into practice due to the restrictions on visiting the camps and rural areas

Kamaiya groups (*kamaiya samuhas*)

The DLROs started forming kamaiya groups prior to the abolition announcement and a total of 813 groups have been formed in the 5 districts. After abolition many of the groups needed reforming due to the migration that occurred. The revolving fund is administered through these groups and this is reviewed under objective 3. The main points identified by the impact assessment FGDs and the final evaluation review are as follows:

- Although there are some active groups most of them are not meeting regularly or making savings as designed
- Most kamaiya groups do not have a feeling of group responsibility and accountability. They are not taking the initiative to solve problems faced by them
- Ex-kamaiya women have taken leadership in some camp management committees
- There are many different 'groups' that have been formed especially in the ex-kamaiya camps. Most of them are formed so that the members can have access to some kind of benefit from the patron organisation. One individual can easily be a member of 3 or 4 groups. For the DLRO groups the interest is in accessing the revolving fund.
- The majority have their own bank account and group savings. The use and management of this account is discussed under objective 3 with the revolving fund
- The MoLRM AP has no objective related to developing the management and institutional capacity of the groups and the DLROs have minimal funds for this purpose through their regular budget

The need for some sort of social mobilisation process for the DLRO groups has been recognised by most of the organisations involved.

- The MoLRM report on ex-kamaiya rehabilitation in 2060 (2003/4) recognised that kamaiyas have lost their social capital and therefore it is necessary to give attention to some form of socialisation process and suggested that a management consultant be based in Nepalgunj to work with the DLRO motivators and develop the groups
- The MoLRM final report on their AP states that “Self-help groups can play a vital role in social mobilisation. But strengthening and capacity building of the group for institutional development is missing. There are areas where efforts have to be made to understand the value of the groups, its objectives and to develop ownership feeling among group members for the sustainability of the programme.”
- The DLROs acknowledge that kamaiya groups need assistance in group organisation and strengthening
- The background papers prepared for the May 2003 internal review state that a “Separate AP will be developed to strengthen the capacity of the beneficiaries through their organisations in the near future”.
- The mid-term evaluation recommends that an agency specialising in social mobilisation is engaged for this purpose

Despite the above recommendations and commitments there has been no specific initiative to address this need. In August 2004 the project prepared 2 or 3 AP proposals for capacity building of micro-credit groups but these focussed on savings and credit issues and did not deal with broader issues of social development. The AP submitted by the Nirdhan Utthan Bank for the provision of professional micro-credit support was, after revisions, approved in February 2005.

Some of the implications of this are:

- A very limited understanding of their responsibility for their own development
- A very limited recognition of what resources they have themselves, how to access external resources, and how to go about addressing the challenges they face
- An expectation that further assistance will be provided to meet their needs
- Inequitable access to the revolving fund and a lack of financial accountability

Lesson regarding project management:

- **Needs that have been identified and commitments that have been made should be followed through. If this is not possible for some reason this should be discussed and identified in the ‘problems/issues’ section of the technical progress report.**

Recommendation for MoLRM:

- **The need for social mobilisation of the ex-kamaiya groups is still there. A short study should be made to identify what socialisation needs they have and an organisation specialising in this provide ongoing support through a process-oriented approach.**

3.4.2 Immediate Objective 2: Raise awareness amongst local and national actors (including agricultural workers, landowners, employers and governmental authorities) on effective mechanisms for rehabilitating adult and child-bonded labourers.

3.4.2.1 Development and distribution of awareness raising materials

Materials were developed by Worldview Nepal through a specific action programme for this purpose and by the trade unions that were implementing APs. A combination of audio, audio-visual, print, posters and drama was used to create awareness and behaviour change. The combination was effective as the message was communicated from more than one source and through different media.

Worldview Nepal published a booklet on both the Kamaiya (prohibition) Act 2002 and on the Child Labour Abolition and Regulation Act 1999 in the form of questions and answers and this was effective in developing the knowledge of the staff of the implementing partners. They also developed a booklet for villagers, 4 posters, radio/cassettes – 3 in Tharu, 3 in Awadi, 3 in Nepali, a TV programme and a street drama. The materials were ready for distribution by July 2003.

The link between Worldview Nepal which was developing the materials and the other implementing partners which were to use them was not clear. Worldview Nepal were not aware how the materials had been used and many of the partners were not aware of what materials were available. The potential use of the materials was not fully realised.

Effective links were made with local and national journalists and numerous articles (probably more than the 150 reported in the technical progress report) have been published. As well as reporting on project activities, more importantly these articles have also covered material for conceptual clarity and advocacy.

3.4.2.2 Interagency coordination on advocacy and establishment of a bonded labour network

The Interagency Coordination meeting was discussed in section 3.3.2 on coordination. Its main role was coordinating the international support for the ex-kamaiyas and it had little role in advocacy. It is no longer active.

It is not clear what level the stated bonded labour network was intended to be active in and in practice none of the stakeholders are clear on what this refers to. Some DLRO written reports state that it is active but in reality it does not exist and will not be able to contribute to sustaining the impact of the project or furthering the needs of the ex-kamaiyas. The MoLRM AP final report does not identify any progress towards the achievement of this objective in their AP.

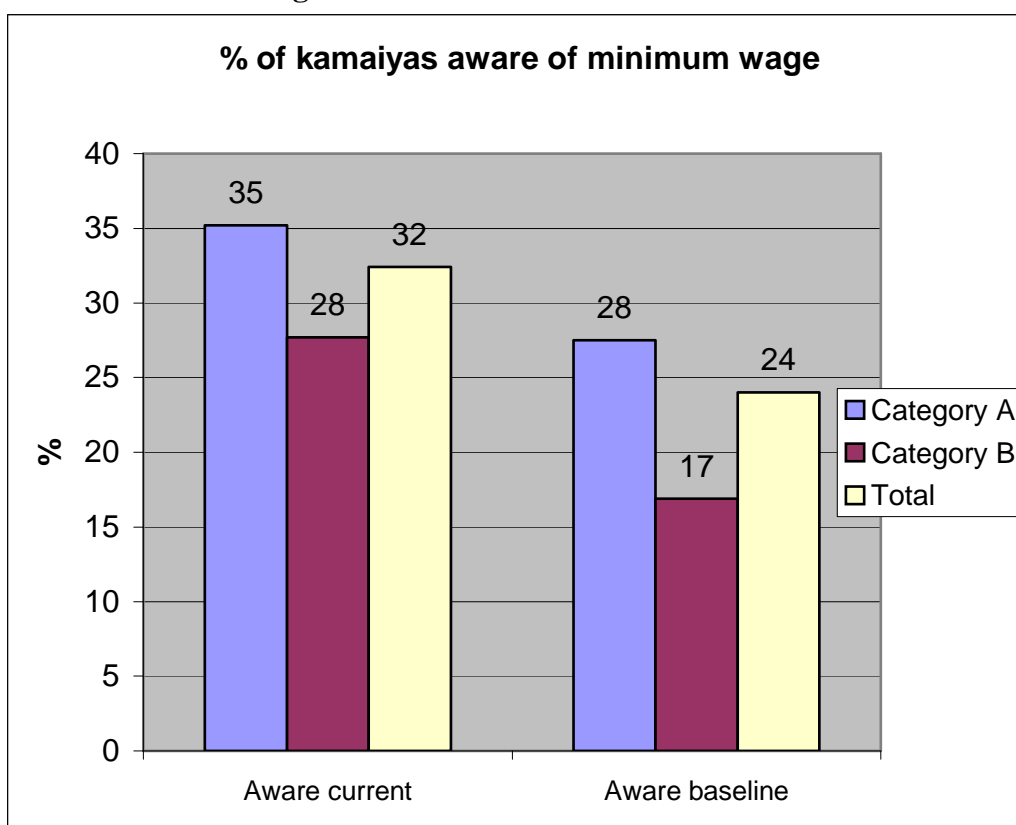
3.4.2.3 Changes in attitude and awareness

The impact assessment provided information on the current levels of awareness on some critical points and in some cases this could be compared with the baseline reading.

Awareness on bonded labour legislation

46% of both 'A' and 'B' category ex-kamaiyas are aware of the illegality of bonded labour (see appendix 5.4 for the data table).

Awareness on minimum wages



32% of ex-kamaiya household heads are aware of minimum wage legislation, an increase of 8% from 24% in the baseline study. See appendix 5.5 for data table.

- Awareness amongst category A ex-kamaiya household heads has increased by 7% from 28% to 35% (statistically significantly different at the 5% level)
- Awareness amongst category B ex-kamaiya household heads has increased by 11% from 17% to 28% (statistically significantly different at the 5% level)

Attitudes towards child labour

Findings from IA shows that the majority disagree that children gain more useful skills by working than from going to school. (This means that the respondents believe that sending their children to school is more useful than sending them to work). See appendix 5.6 for the data table.

- 70% either disagreed or strongly disagreed
- 17% either agreed or strongly agreed
- Category ‘B’ ex-kamaiyas are slightly more positive about the benefits of sending their children to school

Field observations found that parents were very positive and proud about sending their children to school and as long as they were receiving support most children were attending school

Discussion on attitude and awareness

Awareness about the prohibition of bonded labour and on minimum wage legislation is surprisingly low. This low level of awareness was also found in the field observations during the final evaluation. Until the impact assessment was carried out there had been no monitoring of the impact of the awareness raising activities. It is concluded that their impact has been disappointing. It is difficult to be specific about the reasons for this but they could include:

- A weak linkage between the partner developing the awareness raising materials and the partners using them
- The limited activities and success of the trade union partners in recruiting members and therefore limited dissemination of information through that network.

Although there is no baseline figure to compare it with, the findings on the attitude to children’s education are very positive. This can be linked to the high enrolment of children in school which will be reviewed under objective 4.

3.4.3 Immediate Objective 3: Enable 14,000 former Kamaiya families (8,000 homeless and landless, 6,000 with home and/or piece of land) in the bonded labour prone districts of western Nepal to reintegrate in their communities.

3.4.3.1 Thorough understanding of the baseline situation of former bonded labourers and their families in target districts.

Activities under this output have been revised and this has been discussed earlier. The baseline study and subsequent impact assessment were added and the situation analysis on the number of kamaiyas in the three Western Region Terai districts was dropped.

Baseline and impact assessment studies

The baseline study and report by NLA identified ex-Kamaiyas situation quickly and effectively and this was used for detailed programme planning and has been useful for other organisations working with ex-kamaiyas. The follow-up impact assessment study clearly shows areas of change among the ex-kamaiyas. It is not possible to attribute the changes

identified to the impact of any specific organisation due to the number of organisations that have been involved with the rehabilitation of ex-kamaiyas. This final evaluation has been informed by the impact assessment and has used the findings in a number of places. However the impact assessment has a lot more information than is presented here. For example some of the findings include:

- Changes in the linkage between access to land and provision of free labour
- Changes in the linkage between tenancy and labour and child labour
- Changes in the linkages between loans and the provision of free labour
- Changes in livestock holdings
- Changes in physical assets
- Changes in sources of credit, quantity of credit and interest rate

Recommendations to ILO Country Office on the impact assessment:

- **The impact assessment should be published as a stand-alone document**
- **In order to guide further activities, district-specific impact assessments should be produced (the sample design allows for a valid district breakdown)**
- **A short summary should be prepared in Nepali and circulated to representatives of the ex-kamaiyas who contributed to the study (possibly the district level reports would be most appropriate)**

3.4.3.2 Rehabilitate 8,000 former Kamaiya families who are homeless and landless as well as 6,000 former Kamaiya families who have a home or piece of land in the project districts.

The target number of families relates to the ‘A’ and ‘B’ Category ex-kamaiyas and this number were involved in the project through the DLRO-formed kamaiya groups. The activities of the revolving fund, overall changes to their economic situation and the impact on the number of children working will be reviewed under this section. Land distribution (reviewed briefly in 3.4.1) and assistance with house construction (which was not part of this project), skill training (to be reviewed in 3.4.3.3) and education interventions (3.4.4) clearly all contribute to this broad heading.

Before the project officially started, educational and meal provision was provided to 1,076 children in temporary shelters.

Revolving fund and micro-finance provision

813 groups of ex-kamaiyas have been formed by the DLRO and each group has its own bank account into which Rs 15,000 to 16,000 has been deposited. Just under half of this sum has been provided by this project through a donation by the Finnish government, the balance being provided by HMG/N and from the earlier ILO ISPI project. Access to the groups’ bank account is controlled jointly by the group chairman and an officer from the DLRO. In the current situation this requires a visit to the district centre which is also where all the banks are located.

Details of the fund sources, levels of investment and repayment by the groups are in appendix 6.1. The main points are:

- 100% of the fund has been dispersed to kamaiya groups bank accounts under joint signature

- 43% of the funds in the group accounts has been accessed by the kamaiya groups
- Repayment rate of accessed revolving fund and interest to DLRO is low at 12% (loan distribution started in 1998 and the highest rate of investment was in 2004/05)
- There is no provision for repayment by instalments

Observations on the operation of the revolving fund are:

- There is confusion over the long-term use of the fund. Some kamaiya groups and some DLROs understand that the fund belongs to the group and does not need to be returned to the DLRO. (According to the constitution of the revolving fund it should be returned after 3 to 5 years to the Kamaiya Rehabilitation Fund)
- In many groups the fund is being revolved within the group, without making any repayments to the jointly controlled bank account. Given the transaction costs in time of accessing the bank account this informal arrangement is understandable and to some degree explains the low repayment. However it means that the DLRO has no control over or knowledge of the use of the funds
- In one camp visited where the kamaiya groups was functional internal repayment was occurring on a 12 month cycle and the funds are being revolved
- In other camps visited where the groups were not functional one person has taken the full amount and has not paid it back. It is not revolving to other members
- Absence of monitoring and follow up by DLRO as staff are not able to visit due to security situation. No monitoring process has been established
- The provision for a 10% service charge to be paid to the groups own account on taking a loan, as directed in the guidelines, is not being followed
- Only a few of the recipients reported that the fund is being utilised for productive use. This is supported by the impact assessment findings that 32% of all credit (not just the DLRO revolving fund) was for health needs and 22% for food purchase
- Further repayment of revolving fund is likely to be limited
- DLRO and others agree that the system needs to be changed

Recommendations to the MoLRM concerning the revolving fund:

- **The long-term status of the funds needs to be clarified with the DLROs and needs to be communicated to the kamaiya groups**
- **An alternative monitoring and follow up system needs to be developed that is effective in the ongoing security situation**

An alternative micro-finance provision is being piloted by a professional micro-finance institute, NUBL, in some areas of Banke and Dang. This started in March 2005 and it is too early to evaluate the effectiveness of this pilot. Some points to note are:

- NUBL are forming new groups according to their criteria, they are not using the existing kamaiya groups
- NUBL work with women-only groups
- NUBL work with the wider community of poor people, not just Kamaiyas

Recommendation on the provision of micro-finance:

- **The effectiveness of the NUBL micro-finance provision to assist ex-kamaiyas, especially in Maoist influenced areas, should be evaluated in approximately 18 months**

Overall changes to the economic situation of ex-kamaiyas

Some more general changes to the economic situation of ex-kamaiyas that were identified by the impact assessment are as follows:

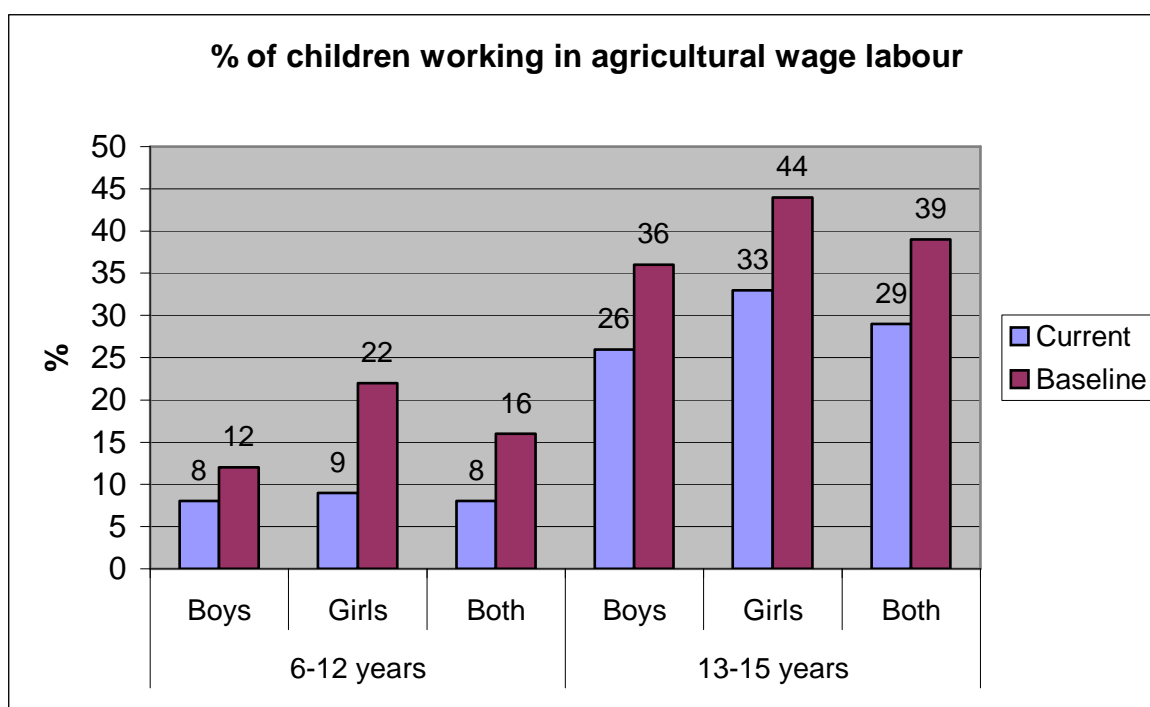
- The IA found that 72% perceived that their household income had increased and 23% that it had decreased. The perception of ‘A’ category were more positive than ‘B’ (appendix 5.7)
- The IA found that 67% perceived that their food security had improved and 11% that it had worsened. There was little difference between the two categories. Their perception was in agreement with a comparison of their food stocks now and at the time of the baseline study (appendix 5.8 and 5.9)

Changes in the number of children in work

Although there was no direct intervention aimed at withdrawing children from work (apart from school enrolment), the number of children that are not at work was identified in the project document as an indicator of the rehabilitation of ex-kamaiya families.

The target figure set in the project document was 16,000 children not working. The target quoted in the technical progress reports is 6,000 children in addition to the baseline indicator of 8,800 or 14,800. The achievement stated is 13,400 (probably in addition to the baseline indicator of 8,800 but this is not clear) on the basis of the number of children provided with education and training opportunities (the USDOL definition). The report says that the target has been exceeded due to the number of young children who have enrolled in school as they have reached school-going age during the project. The figures in the project report is therefore more to do with school enrolment than with the number of children withdrawn from work. Apart from monitoring school enrolment there was no other system to monitor the withdrawal of children from child labour.

Appendix 5.10 gives the findings of the impact assessment on the occupations of children aged 6-17 and compares this with the baseline figure. Due to the ageing of the population, many of the individuals will be different so the comparison is between the two populations at the survey times. As there is little difference between ‘A’ and ‘B’ categories the following analysis has put them together. Analysis of the data on child domestic workers will be done under objective 4 on the rehabilitation of kamalaharis. Based on data in appendix 5.10 the following graph presents the change in the percentage of children working in agricultural wage labour for the 6-12 and 13-15 age groups.



Positive changes that can be identified from this are:

- Number of 6-12 yr children in agricultural wage labour is less than half the baseline figure. The change is greatest among girls. Only 8% are now working
- There has been a significant reduction in the number of 13 – 15 yr children in agricultural wage labour. 29% are now working

An analysis of children of these ages working on own farm or self-employed shows very similar changes.

If the age group 16-17 is analysed in a similar way it is found that there is an increase in agricultural wage labour (both boys and girls) and a decrease in own farm work. Without more information on the nature and hours of this work it is not possible to make a judgement on whether this is a positive or a negative change.

It is difficult to make assertions about the total number of children who have been withdrawn from work based on these figures. An estimate is made in the table below by using the percentage change for each of the age groups multiplied by the census figure for that age group at the time of the baseline (using all forms of work, including own farm work). This presentation assumes that there has been no change in the population figures since the baseline.

		Baseline population	% in work at baseline	% in work currently	Change in % at work	Change in number at work
6-12 years	Boys	6,417	31.7	15.1	16.6	1,065
	Girls	5,733	47.9	18.0	29.9	1,714
13-15 years	Boys	2,101	67.3	48.7	18.6	391
	Girls	1,441	85.8	68.2	17.6	254
16-17 years	Boys	1,185	95.5	102.3	+4.5	+53
	Girls	726	108.5	107.3	0	0
Total	Boys	9,703				1,401
	Girls	7,900				1,968
Grand total		17,603				3,369

Note: the data is based on multiple responses and may exceed 100%

Conclusions on the changes in the number of children in work

- There has been a significant reduction in the number of younger children at work and this is especially strong among girls
- Within the 14,000 target families there are 3,000 to 4,000 less children working compared with 3 years ago. The most significant change has occurred in the 6 to 12 year group.
- The way that the project target figure is presented and subsequent changes to it are confusing
- In the context of this project, equating children provided with education and training opportunities with 'no longer working' is inappropriate. The project reports that it has provided education and training opportunities to 13,400 children but at the population level there has been a reduction of approximately 3,400 children who are working. Some points to consider when looking at these figures are:
 - These figures are for children at work, and do not differentiate between acceptable work and child labour. There is no analysis of the type of work or the number of hours worked
 - The ageing of the population during the project period. Children who were withdrawn from work may now be aged 18 or more and are not included in the above analysis
 - Any children reporting working are included. This may be part-time work and may be in addition to some form of education
 - As the table is based on multiple responses, children reporting working in more than one occupation will raise the overall percentage.

3.4.3.3 Progress made towards the identification of viable economic alternatives and vocational training needs for former bonded labourers.

Discussion in this section is on the provision of skill training and the operation of the income generation fund (IG fund). Employment for ex-kamaiyas is clearly essential for their rehabilitation and this is an important intervention to achieve this. The ex-kamaiyas have been released from their bondage, and they are free to move and to negotiate for their labour, but for many of them their life had become more risky and their vulnerability has increased

DLRO Skill training

The study on Economic and Livelihood Alternatives for ex-Kamaiyas was completed near the beginning of the project in July 2003 and as a consequence of its recommendations a number of changes were made to the skill-training programme. Some trades or businesses were stopped and there was a greater emphasis on agriculture-related activities, utilising the ex-kamaiyas' traditional skills.

For most of the project skill training was carried out solely by the DLRO, and in the last 6 months NGOs implemented skill training mini programmes. Features of the DLRO skill training activities are as follows:

- 3,017 ex-kamaiyas trained (33% women) in 256 trainings. This is 156 more beneficiaries than targeted
- Training programme (type and number of training) was decided without facilitating discussion with the beneficiaries
- Types of training reviewed and revised based on the study on livelihood alternatives
- Included non-agriculture related subjects as well as agricultural subjects
- IG fund support provided
- Follow up and support limited
- Training allowances provided
- Training is usually conducted in the district centre (this is in part due to the security situation)
- In Kailali an innovative system has been established allowing the trainees to get food practical experience. This has been documented in detail in the independent 'Good Practices' report
- Trainings that had the highest utilisation were; rickshaw pulling, carpentry, masonry, haircutting, electric wiring
- There are some examples of very successful ventures that have developed from the skill training (cycle repair workshops, roofing tile factories, hair cutting shops)

Some estimates and studies have been made on the utilisation of the skill training including:

- MoLRM final AP states that 50% of trainees have used their skills for employment and self-employment
- Project good practices report in September 2004 states that 60% of trainees are established as trained workers in either wage or self-employment, 20% working part time, 10% occasionally, 10% not engaged (half of them are caring for children)
- Banke DLRO written report shows 75 out of 135 (56%) utilising the training full time and the rest part time
- Banke DLRO verbal report was that out of 216 trainees (44 women), 19 were in full time and 23 in part time employment or self-employment
- Study by Kailali DLRO revealed that 54 percent have been involved in the trade as self employed and hired as skilled labour, however, they are not employed full time in the trade
- The impact assessment FGDs found that utilisation was between 5 and 10%
- Independent observers felt that the more effective trainings (carpentry, masonry) had about 25% utilisation and that it was very low for the rest
- Qualitative observations from the final evaluation would estimate utilisation at about 20-30%

Due to the diversity in the findings of these studies and estimates it is difficult to draw any firm conclusions. However there are serious concerns about the effective utilisation of the training.

Reasons for the low utilisation of training were:

- Too many trained with the same skills in a limited area
- Training did not provide sufficient skills to be marketable (i.e. motorcycle repair)
- Lack of capital for investment (this was a perceived constraint, however the DLRO income-generating fund was under-utilised)
- Trainees attend just for the allowances
- No follow up and encouragement to overcome challenges
- Training delivery is target oriented, not need based

Recommendation on training effectiveness:

- **An independent study should be carried out to assess the utilisation of the training with a sampling process that will allow confident conclusions to be made on all of the main areas of training**

Mini Programme skill training

This training has only been carried out in the last 6 months and it is too early to assess its effectiveness. It does provide an alternative strategy to the DLRO skill training given the restrictions that they face in the current security situation. Feature of these were:

- Training was carried out by local small NGOs
- Training design based on the needs, resources and market of a specific kamaiya camp
- Agriculture-related trades only
- Livestock, animal housing, seed, etc provided
- Regular follow up
- Generally no training allowances provided
- Training is usually conducted in the village

Recommendation on Mini Programme skill training:

- **A study should be carried out to assess the utilisation of the training approximately 18 months after delivery in order to assess its effectiveness, especially in Maoist influenced areas**

The DLRO income-generating fund

This fund was established during the project from funds under the income generation budget. This is available to those who receive training from the DLRO and is designed to give them low interest capital in order to start their business. It suffers from many of the same constraints that the revolving fund has. The details of the loans and repayments is given in appendix 6.2. USDOL contributed approximately \$74,000 and HMG(N) Rs 2,000,000 (\$27,000). The HMG(N) contribution is not included in the figures in appendix 6.2 that were provided by MoLRM.

Some key points are:

- Distribution of IG fund is low (22%)
- Loans above 5,000 have a long approval process
- Repayment of capital and interest is very low (6%)
- Majority of IG loans have not been repaid and are unlikely to be repaid in full
- Limited monitoring and follow up
- Repayment is in a lump sum, not in instalments
- Some IG activities have failed to provide income and therefore repayment of the capital amount will be difficult

The lack of capital was stated as a reason for low utilisation of skill training, however capital was available through the IG fund. Some aspects of the process required to access it were not working effectively. Some of the original budgeted amount for the IG fund was transferred to the training budget due to the low disbursement. The unused funds will be transferred to the Kamaiya Rehabilitation Fund.

Lesson regarding revolving fund and IG fund:

- **In order to avoid ex-kamaiyas being faced with indebtedness again much greater technical and motivational support needs to be provided along with any financial assistance**

3.4.4 Immediate Objective 4: School-age children of bonded labourers and bonded child labourers receive appropriate, high quality education and are fully integrated into their schools and communities.

3.4.4.1 10,000 children of former bonded labourers and bonded child labourers are mainstreamed into formal schools within 14 months of the start of the project.

The target in the project document for this output was 'at least 60%' and this was revised by project management to 100% or 10,000.

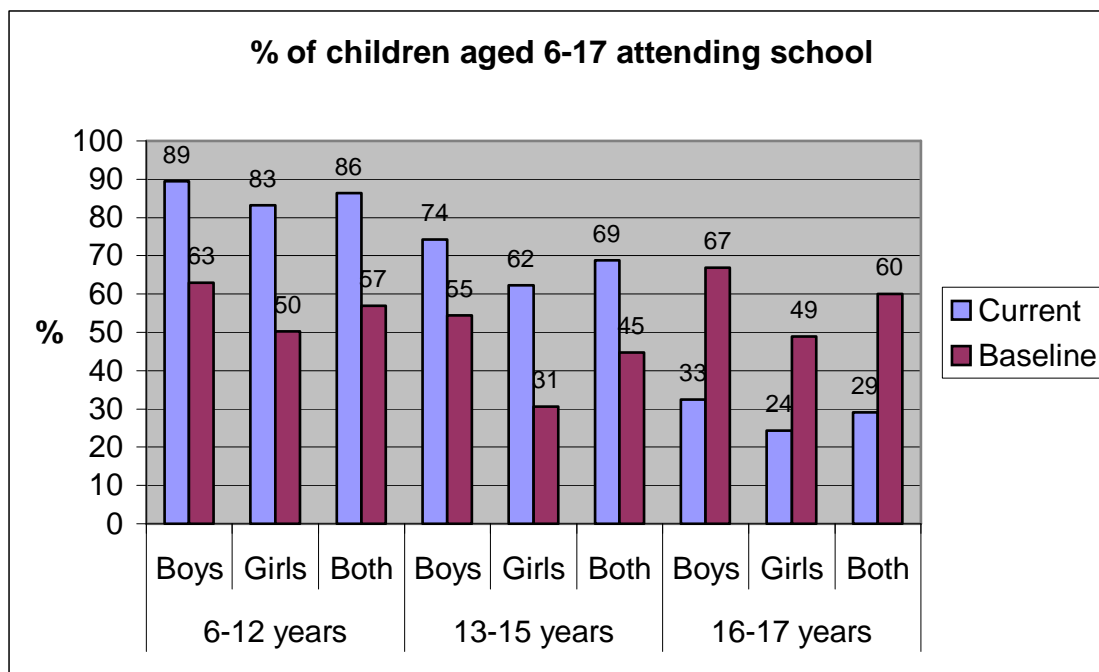
The first enrolment was in April/May 2003. Support was provided again in 2004 and 2005 so some children have been supported for 3 years. The cost of support is Rs 550/year and an initial grant of Rs 225/child to the school. Parents are very positive and happy about sending their children to school although they are concerned about how they will continue sending their children to school after project completion. The financial pressure on the parents will increase when the children complete primary education and enrol in class 6 due to enrolment and exam fees.

Number of children enrolled in school

According to project report 10,814 children have been mainstreamed into school. This includes those that have first attended OSP classes and those enrolled directly into class 1.

The dropout rate is reported by the partners as between 1% and 8% with a 5% repetition of the same class. Some of the reports reviewed only reported the dropout during the school year and did not record the dropout between the school years. It was not possible to independently verify these figures but informal observation of the number of children not in school supports the fact that dropout is very low. The dropout rate of boys is reported to be higher than girls.

The impact assessment shows that there has been a large positive impact on the number of children enrolled in school and this is shown in the graph below based on data in appendix 5.11.



Significant changes in comparison to baseline figures are:

- School enrolment of 6 - 17 yr has increased from 55% to 72%
- 6 – 12 yr has increased from 57% to 86%
- 13 – 15 yr has increased from 45% to 69%
- Attendance rate of boys continues to be higher than girls but the difference has halved since the baseline
- There is little difference between category ‘A’ and ‘B’ ex-kamaiyas

The baseline figures for the 16-17 age group show a higher school attendance than for the younger age group. The baseline analysis has been checked. Logic suggests that the data for the 16-17 age group is corrupted in some way. If the 16-17 age group is removed from the analysis of both the current and the baseline date the change that has occurred is even greater:

- School enrolment of 6-15 years has increased from 54% to 82% (boys 61% to 85% and girls 46% to 78%)

Factors that have contributed to this success are the motivational work with parents and children, discussions with the schools and District Education Officers, adult NFE with the parents and the financial support provided.

Potential good practice:

- **A combination of intensive motivation with parents and the community and limited financial support to cover uniform, bag and stationary, has led to very high enrolment of primary school children in a poor and marginalized community**

In order to independently verify the reported number of children enrolled an estimate is made based on the percentage changes in the population and the baseline population. This method is likely to underestimate the number enrolled as it does not take into account (older) children that leave school; it shows the change in the number of children at school between the two dates. The 16-17 age group have been omitted.

		Baseline population	% in school at baseline	% in school currently	Change in % at school	Change in number at school
6-12 years	Boys	6,417	62.9	89.4	26.5	1,700
	Girls	5,733	50.3	83.1	32.8	1880
13-15 years	Boys	2,101	54.5	74.3	19.8	416
	Girls	1,441	30.6	62.3	31.7	457
Total	Boys	8,518				2,116
	Girls	7,174				2,337
Grand total						4,453

This estimate of the change in number of children of 4,453 is less than half the reported figure of enrolment of 10,814. The reported enrolment figure is likely to be close to the actual figure for enrolment as there is a clear recording and monitoring process. What this estimate shows is that the additional enrolment due to the project intervention is in the region of 5,000. The other 6,000 that were enrolled by the project would have been enrolled without the support of the project. At the time of the baseline 57% of 6-12 yr children were enrolled in school without the support of a project.

Lesson on school enrolment:

- **When blanket support is provided to a community for school enrolment, then some of those families benefiting would have sent their children to school without the support of the project**

Out of school programme (OSP)

The OSPs I and II are for children aged 10-14 and 14-16 who have never attended school. They are non-formal and the objective was to allow children to catch-up and be enrolled in a class appropriate to their age and ability. The government curriculum *Naulo Biyan* was used. The project developed their own curriculum for a bridging course after the end of the academic year. This course focussed on English, Social studies and Mathematics to prepare them for entering into formal education and to engage them with studies until the new academic year started. Schools conducted exams at the end of the bridging course and enrolled them in the appropriated class.

In the OSP I 80% - 90% completed the course and 70% to 80% were enrolled in school. They were directly enrolled in classes 2 to 5 and the majority have been successful in graduating from that class and are now studying in the next class.

The figures reported by the project are:

	Boys	Girls	Total
Enrolled in OSP	1,130	1,380	2,510
Enrolled in school	903	937	1,840

Potential good practice:

- **OSPs together with a bridging course are an effective way of enabling older children who have not attended school to catch up on lost years and enrol in a suitable class**

OSP II for 14-16 year olds had very low attendance. Children either attended the OSP I or were more interested in employment.

Lesson on OSP for 14-16 years:

- **The OSP for working children aged 14-16 has to be changed for apprenticeship or vocational training along with simple literacy and numeracy skills**

Pressure on school facilities

An effect of supporting school enrolment is that many schools are overcrowded with large class size and insufficient space. The enrolment of ex-kamaiya children into school has motivated neighbouring communities to also send their children to school adding to the pressure. Conflict-induced migration has also added to the problem. The government standard for the student/teacher ratio in primary schools is 1:50 but many schools far exceed this and an instance of 150 in a class was reported. There is also a lack of recreational facilities.

This problem was identified in the March 2003 technical progress report and some limited action within the resources of the project has been taken including:

- Some support to schools per student helps to hire temporary teachers
- Project provided support for small construction and furniture support
- Coordination with other infrastructure building projects has improved some facilities

Lesson on school mainstreaming:

- **When large numbers of children are to be enrolled in school in a limited geographical area it is going to have a significant impact on student numbers in those schools. Project design should include activities that seek to mitigate any negative impact**

Sustainability

This is discussed in more detail in section 3.6 but it should be noted that estimates of dropout next year, if no alternative support is provided are high. The parents themselves show a high degree of dependence on ongoing financial support for their children's education.

3.4.4.2 6,000 children of former bonded labourers and bonded child labourers receive NFE, vocational training, or other rehabilitation services

No counselling or health services were provided as it is reported that other organisations were providing these. With many organisations involved it is not possible to comment on whether there was complete coverage or if it was effective.

NFE for children has been discussed under OSP above. The project also reports that 3,908 (816 male and 3,092 female) participated in the 6 months adult education course. This has been effective in developing the confidence and capacity of the participants. Due to the conflict situation and resulting curfews and fear, adult classes were held during the day but this made it difficult for participants who were at work to attend.

The project reports the literacy rate at 55%. The target in the project document was a 20% increase from the baseline figure of 38% or 58%. The target stated in the technical status reports is 50%.

The impact assessment findings on change in literacy rate are shown in the table below:

Percentage of household members of age 6 years and over that are literate

	Current	Baseline
Male	64.2	44.9
Female	52.3	30.0
Both	58.7	38.3

- The overall literacy rate has increased by 20.4% from 38.3% to 58.7%
- Literacy rate of men has increased by 19.3% from 44.9% to 64.2%
- Literacy rate of women has increased by 22.3% from 30.0% to 52.3%

A lot of this increase is due to increased literacy among children. The national literacy rate is 44%.

3.4.4.3 500 girls from Kamaiya families are removed from work as domestic servants in urban areas and are given education.

The project reports that 644 kamalahari (girl domestic workers who under the kamaiya system were bonded to work for their master or his relatives) have been reunited with their families against the target of 500. A non-confrontational motivation-based approach has been used with the parents that has cost Rs 6,000/child. The cost has mainly been towards providing an alternative income source for the kamalahari or her parents through training and the provision of livestock. Some of the kamalaharis have been enrolled in school via the OSP classes, others are in economic activity but living at home.

Field observations shows that kamalahari's confidence and capacity is well developed. Instances are recorded where kamalaharis have returned home without project assistance. Within the ex-kamaiya camps there has been a definite positive change in attitude against sending girls away to work.

The target of 500 was set in the knowledge that the actual number of kamalaharis is much greater than this. There are still many girls and also many boys working as domestic workers away from home. One observer estimated that 70% of homes in district town of Dhangadi

have a child domestic worker and that the majority of these would be children of ex-kamaiyas (from all categories, not just the target categories of the project). The majority are said to be girls. Although the project has been successful in its specific target of rehabilitating kamalaharis from the camps, it has had little impact on the overall number of children in domestic labour.

Children and adults in the camps reported recent instances of children leaving home to work. The impact assessment found no instances of children being sent to work in order to gain access to loans from a moneylender.

The impact assessment collected information on children working as domestic child labour outside of the village and the main findings are (appendix 5.12):

- Overall the number of children working as child domestic labour outside of the village has reduced from 5.4% to 3.9%
- The % of girls aged 6 –12 (6.3% to 1.9%) and 13 – 15 (11.7% to 3.9%) has reduced dramatically
- The % of boys aged 16 – 17 has increased dramatically from 5.0% to 11.2%
- There are slight differences between 'A' and 'B' categories but the trends are similar

Potential good practice:

- **The withdrawal of child domestic workers by motivating the parents and by providing assistance in order to develop a substitute for the lost income**

3.5 Achievement of the development objective: To contribute to the eradication of bonded labour and the rehabilitation of bonded labourers in Nepal by 2005

As has already been noted, the SEBL together with many other national and international organisations were working towards this overall objective in relation to the kamaiyas in the five project districts. Indicators of progress that relate to any of the project's immediate objectives have been presented in section 3.4 and are not repeated here. Other indicators of achievement towards this development objective were identified by the impact assessment and the most significant are presented below. The generalised nature of these and/or the lack of a direct link with any of the SEBL immediate objectives and activities means that it is not possible to claim that any of these changes are as a direct result of the project.

Linkage between access to land and the provision of labour

Ex-kamaiyas working without wages against provision of land

The percentage of ex-kamaiyas who provide free labour in order to ensure access to land has decreased substantially from 50% to 14% (appendix 5.13). However the average number of days labour supplied in each arrangement has increased from 26 days to 35 days. The frequency of this exploitive relationship has decreased substantially although the level of exploitation in specific situations has not improved.

Children sent to work against access to land

Currently 1.3% of households report that children's labour has to be provided free in order to gain access to land (appendix 5.13). Baseline data is not available on this.

Ability of ex-kamaiyas to leave employment if they wish

There are few traces of bondedness left in the current employer/employee relationships. 95% of male and 92% of female ex-kamaiyas reported that they were free to leave their existing job (appendix 5.14). There are no baseline figures on this.

Restrictive conditions controlling access to land have been substantially reduced but not yet eradicated.

Level of credit, access to credit and interest rates

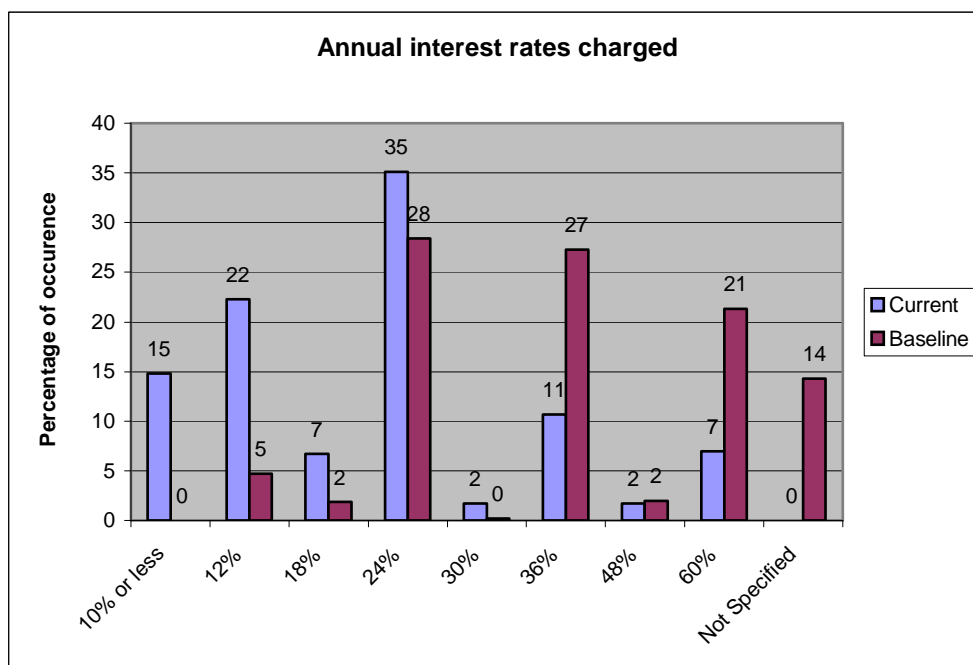
Level of credit

Based on those ex-kamaiyas that have taken a loan over the last 12 months, there has been little difference in the size of the loan (about Rs 3,000) but the number of households has increased from 35% to 48% compared with the baseline (appendix 5.15). Health needs, food purchase and livestock purchase have continued to be the main reasons for loans.

Source of credit and interest rate

Whereas the main source of credit at the time of the baseline was moneylenders, it is now almost completely through savings and credit groups and cooperatives (appendix 5.16). This change is closely linked with a large decrease in the number of households paying exorbitant interest on their loans as shown in the diagram below. Interest rates are now almost all 24% or below compared to the baseline situation when they were mainly 24% or above.

The number of households borrowing money has increased but the source and the interest rate has changed with a large reduction in the most exploitive rates of interest.



Ex-kamaiyas working without wages against loans

There has been a small and statistically insignificant increase in the number of households providing adult free labour from 5.2% to 6.1% (appendix 5.17)

Children sent to work against a loan

There has been a decrease from 1.0% to 0% in the number of households that have to send their children to work against a loan.

3.6 Sustainability of project impacts

Strengths

- The ownership of land that has been distributed will be maintained by the ex-kamaiyas and will continue to benefit them
- The agricultural workers organisations will continue to support the rights of agricultural labourers and maintain their vigilance on the application of minimum wages
- The awareness of parents regarding education and their interest in sending their children to school will be sustained for a limited period
- The impact of the education received by the children for 3 years will be sustained through the children's' increased education and awareness
- Skill trainees who are working will continue to benefit from their employment or self-employment
- NUBL will continue to provide micro-finance support in the areas it is working

Weaknesses

- The project period of 3 years, extended to 3.5 years is very short to expect significant sustainable impact on a poor and marginalized community
- There was no specific phase-out strategy in the project design. A key strategy for sustainability was the development of the capacity of local level organisations but this has not been successful. Another strategy was to link these local level organisations with local government, DDC and VDC, but these are not functioning effectively in the present situation. No alternative strategy has been developed.
- Kamaiyas' social capital has not been developed (group organisation, external relationships, situation analysis and decision making ability) and they are not yet in a position to begin to take responsibility for their own development
- Kamaiyas have become accustomed to receiving support. The large number of organisations involved and at time the competition to deliver services have encouraged this. There is a strong feeling of dependency on support from outside organizations
- This dependency is particularly evident when talking about the future education of their children. Most of them see this as linked to further support from outside. Although this may be partially related to their economic condition, it is also due to an expectation that has developed, whatever their circumstances
- Without ongoing financial support for education there is likely to be a very high school dropout
- The DLROs are unable to monitor and support the use of training and of funds due to the security situation and no alternative strategy has been developed
- Kamalaharis felt that without ongoing financial support for education many of them would return to domestic work

Areas of potential

- Implementing partners, including local government and NGOs and agricultural workers organisations, have developed knowledge, skills and experience on bonded labour, minimum wages, child labour, OSP, school mainstreaming, skill training and on other interventions to eliminate bonded labour
- The Ministry of Education is reported to have committed itself to sending a letter to the District Education Officers to instruct them not to charge any fees to the children of ex-kamaiyas. There is no record of this in the BBTF minutes
- The health micro-insurance scheme started by GEFONT may be able to continue independently
- Linkage with the ILO/IPEC core Time Bound Programme (TBP) project. Bonded labour is one of the 7 areas covered by the IPEC core TBP project and now that SEBL is completed the IPEC core TBP project will become active in this sector and a project revision has recently been approved for this purpose. Their focus within bonded labour will be on child domestic workers and they will be providing support for education for children, income generating support for parents and they will be working through the DLROs. There is nothing explicitly about continuing support to any of those reached by the SEBL project. They may be able to implement some of the recommendations contained in this report
- World Education are also active in the elimination of child labour but they currently have no plans to work with bonded labourers in the SEBL districts
- Other development projects are or will be active in the area. These include:
 - The EU is asking for proposals for interventions that support ex-kamaiyas and the communities that surround them
 - ADB have a loan programme for skill development
 - Education For All will be supporting education initiatives
- The MoLRM have identified that the model developed lessons learnt working for the rehabilitation of ex-kamaiyas has potential for the rehabilitation of other deprived communities

4. Lessons learnt, recommendations and potential good practices

Lessons learnt from project implementation have been identified as they have arisen in the report. They are collected here for easy reference. Many of these and the recommendations have their origin in comments or suggestions made by participating stakeholders either in discussions or in the three consultation workshops.

4.1 Lessons learnt

Lesson on problem identification:

- The background document should acknowledge the full extent of bonded labour even if ILO or the national government are not in a position to either acknowledge it formally or take action

Lesson on project preparation:

- Security, and the possible deterioration in security, should be recognised during project preparation and consideration given to possible alternative strategies

Lesson on project implementation:

- Flexibility to modify the project design and to use alternative strategies to achieve the project outputs and objectives contributes to achievements

Lesson on support for project management:

- Regular communication and support from the ILO Country Office and Desk Officers is required on issues where ILO's mandate and government's willingness/ability to act are in conflict

Lessons on AP preparation and approval and on project duration:

- Preparing APs is a critical start-up activity under the control of the project. If capacity to prepare these is limited in the IPs it may be necessary to hire additional staff of an appropriate level in order to reduce the start-up time
- Projects implemented jointly by IPEC and Declaration have to receive approval from a larger number of officials than normal and this increases the time required
- Project time frames should have some allowance for the certainty that not everything will run to plan. Some contingency would reduce the negative impact on implementation that delays in AP preparation and approval have

Lessons regarding trade union activities:

- While activities implemented through trade unions have the advantage of reaching the wider community of agricultural workers, the impact on the specific project beneficiaries may be quite limited
- If a specific target group is to be impacted, then the monitoring system needs to be equally specific

Lesson regarding coordination:

- Where project partners are working in the same area and with the same objectives (although with differing philosophies) a coordinating mechanism is required to avoid duplication and resources being thinly spread

Lesson regarding formation of project-specific committees:

- Existing committees and structures should be reviewed before establishing new ones to see if they have the potential to carry out the role required by the project

Lesson on project monitoring:

- Monitoring of important indicators such as the receipt of minimum wages requires a source of information that is objective and independent from the partner responsible for the required change

Lesson regarding project management:

- Needs that have been identified and commitments that have been made should be followed through. If this is not possible for some reason this should be discussed and identified in the 'problems/issues' section of the technical progress report.

Lesson regarding revolving fund and IG fund:

- In order to avoid ex-kamaiyas being faced with indebtedness again much greater technical and motivational support needs to be provided along with any financial assistance

Lesson on school enrolment:

- When blanket support is provided to a community for school enrolment, then some of those families benefiting would have sent their children to school without the support of the project

Lesson on OSP for 14-16 years:

- The OSP for working children aged 14-16 has to be changed for apprenticeship or vocational training along with simple literacy and numeracy skills

Lesson on school mainstreaming:

- When large numbers of children are to be enrolled in school in a limited geographical area it is going to have a significant impact on student numbers in those schools. Project design should include activities that seek to mitigate any negative impact

4.2 Recommendations

Recommendations:

- ILO departments involved in the preparation, approval and financial disbursement process should review their procedures to identify how the overall time could be reduced while maintaining technical and financial safeguards
- Clear justification should be made for any APs or Mini Programmes that are initiated within the last 12 months of a project looking closely at the sustainability of the activity and/or of its effect

Recommendation for ILO/IPEC and DECL:

- When a significant legislative step is made, especially early in a project, then project management should review related outputs and activities to identify what could be done to promote the implementation of the new legislation

Recommendation for MoLRM:

- The need for social mobilisation of the ex-kamaiya groups is still there. A short study should be made to identify what socialisation needs they have and an organisation specialising in this provide ongoing support through a process-oriented approach.

Recommendations to ILO Country Office on the impact assessment:

- The impact assessment should be published as a stand-alone document
- In order to guide further activities, district –specific impact assessments should be produced (the sample design allows for a valid district breakdown)
- A short summary should be prepared in Nepali and circulated to representatives of the ex-kamaiyas who contributed to the study (possibly the district level reports would be most appropriate)

Recommendations to the MoLRM concerning the revolving fund:

- The long-term status of the funds needs to be clarified with the DLROs and needs to be communicated to the kamaiya groups
- An alternative monitoring and follow up system needs to be developed that is effective in the ongoing security situation

Recommendation on the provision of micro-finance:

- The effectiveness of the NUBL micro-finance provision to assist ex-kamaiyas, especially in Maoist influenced areas, should be evaluated in approximately 18 months

Recommendation on Mini Programme skill training:

- A study should be carried out to assess the utilisation of the training approximately 18 months after delivery in order to assess its effectiveness, especially in Maoist influenced areas

Recommendation on training effectiveness:

- An independent study should be carried out to assess the utilisation of the training with a sampling process that will allow confident conclusions to be made on all of the main areas of training

4.3 Potential good practices

Potential good practice:

- The provision of training to develop the understanding and capacity of implementing partners to implement projects to bring about positive change in child labour and bonded labour situations

Potential good practice:

- A combination of intensive motivation with parents and the community and limited financial support to cover uniform, bag and stationary, has led to very high enrolment of primary school children in a poor and marginalized community

Potential good practice:

- OSPs together with a bridging course are an effective way of enabling older children who have not attended school to catch up on lost years and enrol in a suitable class

Potential good practice:

- The withdrawal of child domestic workers by motivating the parents and by providing assistance in order to develop a substitute for the lost income

Appendix 1: Terms of Reference



**International Programme on the Elimination of Child
Labour
ILO/IPEC**

**Final Version:
Basis for
Contract**

Terms of Reference For

Combined Impact Assessment and Final Evaluation

of Sustainable Elimination of Bonded Labour in Nepal NEP/00/P51/USA and NEP/00/50M/USA

June – July 2005

ILO Project code:	NEP/00/51/USA and NEP/00/50/USA
ILO Project code:	P.270.14.336.051 and M.270.14.336.851
Country:	Nepal
Starting date:	December 1999
Ending dates:	31 August 2005 (Revised)
Programme location:	Nepal
Programme language:	English
Executing agency:	ILO-IPEC
Financing agency:	US-DOL
Donor contribution:	IPEC: \$1,953,052 DECL: \$1,499,623

I. Project Background

1. Project Background

The project, *Sustainable Elimination of Bonded Labour in Nepal* officially commenced in December 2001 and has a revised end date of 31 August 2005². The project is a joint project between ILO's IPEC and DECLARATION (DECL) Programmes. Technical backstopping is undertaken by DECL as it pertains to the core labour standards set out under ILO's Declaration on Fundamental Principles and Rights at Work and IPEC technically backstops those issues related to fundamental principles and core labour standards as it pertains to children. The project, funded by US-DOL, aims to support His Majesty's Government of Nepal's (HMG/Nepal) efforts to effectively abolish the Kamaiya system and to promote Fundamental Principles and Rights at Work among agriculture workers, including Kamaiyas, and the rehabilitation of freed Kamaiya and Kamaiya girls and boys.

The project was design during the on going movement of Kamaiya in five districts of Nepal. During the design of the Project, HMG/Nepal abolished Kamaiya system on 17 July 2000. The Project was designed to address the issues of capacity of the stakeholders in rehabilitating former Kamaiyas and their children as well as to empower former Kamaiya socially and economically including promoting fundamental principle and rights at work for agriculture workers in Kamaiya prone districts

The broad objective of the Project was to contribute in sustainable elimination of bonded labour in Nepal and the Project envisages in achieve following four immediate objectives:

Objective 1: Strengthen the capacity of government and non-government organisations to create the enabling environment for the effective rehabilitation of bonded labourers.

Objective 2: Raise awareness amongst local and national actors (including agricultural workers, landowners, employers, and government authorities) on effective mechanisms for rehabilitating adult and child bonded labourers.

Objective 3: Enable 14,000 former Kamaiya families (8,000 homeless and landless, 6,000 with home and/or piece of land) in the bonded labour prone districts of western Nepal to reintegrate in their communities.

Objective 4: School-age children of bonded labourers and bonded child labourers receive appropriate, high quality education and are fully integrated into their schools and communities.

During the design of the Project, gender issues were also considered and the Project had a specific output to rescue and rehabilitate girl child domestic labourers (Kamalhari) of former Kamaiyas in five districts. Subsequently, the strategic need as well as practical needs of the women members of former Kamaiyas were also considered and accordingly the Project

² The approved end of date on the second project revision request on November 2004

worked together with the Gender Mainstreaming Project of ILO particularly enhancing capacity of partners to assess the situation from the gender perspective as well as to design appropriate strategies to include issues in their activities.

The Project conducted a baseline study/census of 11,800 households³ (Categories 'A' and 'B' of former Kamaiyas) in the beginning of the Project interventions. The baseline census of these households has provided various information at the household level that were useful in designing appropriate strategies under each Action Programme. The Project target was adjusted after the baseline information and is being monitored accordingly. The baseline data and report is available with the project and National Labour Academy (NLA – agency that conducted baseline in 2002 for the Project) in Nepal.

The project has implemented fourteen major Action Programmes having components of education and empowerment, capacity building, awareness raising and campaign against forced labour and forced child labour, skill development and vocational training, income generation support and micro-finance services for the beneficiaries at the grass root levels of the Project districts. Action Programmes on promoting fundamental principles and rights at work and implementation of labour standards were implemented by three Trade Unions namely General Federation of Nepalese Trade unions (GEFONT), Democratic Confederation of Nepalese Trade unions (DECONT) and Nepal Trade Union Congress (NTUC). In addition, the Project has implemented 17 mini Programmes through various local NGOs in Project districts particularly focusing on micro-enterprise development and income generating activities. The major Action Programme was implemented by the Ministry of Land Reform and Management (MOLR&M) which is the responsible ministry for rehabilitating former Kamaiyas. Apart from above, the Project took lead role in coordinating among various international, bilateral and UN agencies on Kamaiya issues and had implemented joint initiatives in a few project districts. (A list of Action Programmes and Mini Programmes including joint initiatives so far implemented is in Annex I).

The Project had an in-country review in May 2003 with the participation of IPEC and DECL HQ officials. Subsequently, later the project had a Mid Term Review/Evaluation⁴ through an independent national consultant as well as stakeholder's workshop in December 2003. The CTA of the Project was terminated from 14 December 2003 and the overall responsibility of managing the Project was entrusted to the National Project Manager who was relocated to Kathmandu from Nepalgunj. The Project had two revision requests during the life of the Project and a few activities and approaches have been changed during the course of implementation.

The Project worked in close cooperation with Nepal's Time-Bound Programme (TBP) and ILO-IPEC's Project of Support to Nepal's TBP, ILOs' STEP programme on promoting Micro-Health Insurance Scheme, SFP/DECLs' Prevention and Elimination of Bonded Labour in South Asia (PEBLISA) project and ILOs' Gender mainstreaming Project. The TBP in Nepal has the objective to eliminate the worst forms of child labour (WFCL) by the year 2010 with an initial focus on seven sectors- children involved in bonded labour, child domestics, child porters, child rag-pickers, children in the carpet sector, children in mines, and children in who have been involved in trafficking. IPEC's project of support to the TBP promotes the creation of an enabling environment, conducive to the elimination of the worst forms of child labour and implements targeted direct and indirect interventions aimed at the vulnerable groups at district levels. The current project was operational in six of the TBP targeted districts.

³ HMG/Nepal has categorised former Kamaiyas on the basis of landholding and shelter into four categories and out of four categories "A" and "B" were the most vulnerable at the time of abolition in July 2000.

⁴ The final report of Mid Term Evaluation by Mr. Som Raj Acharya is available

The security situation in the country deteriorated considerably since August 2003 when the third round of peace talks between the warring parties came to an abrupt end, which resulted in a breakdown of the ceasefire. Since then all Project districts are now under Security Phase III due to skirmishes on a near-daily basis. Movement of project personnel is severely restricted and NPM including other Project officials are not able to visit certain field areas particularly the inner part of the district where insurgents have a stronghold. Project activities are being affected in four of the five operational districts.

The project staff provided support to implementing partners and the beneficiaries and target communities from the district headquarters where they are located and had conducted various missions where the security situation with MOSS Compliance has permitted to undertake missions. Despite the insecure situation, the Project staff and its implementing partners in coordination with target communities were able to implement activities smoothly in the project districts.

2. Background to Expanded Final Evaluation: Combined Impact Assessment and Evaluation

2.1 Impact Assessment in IPEC

Impact assessment is a fundamental pillar in IPEC's evaluation system. Impact assessments looking at broader and longer term changes are particularly being developed as part of the development of the Time Bound Programme methodology, where the first considerations and discussions on impact assessment have taken place. In January 2002 an Informal Expert Meeting on Impact Assessment considered a concept paper on impact assessment as part of defining how IPEC should approach this issue.

Work has been done on an Impact Assessment Framework as source to guide the work on impact assessment of child labour programmes, both IPEC and non-IPEC. An initial focus has been on measuring the direct impact on children and families directly benefiting from IPEC interventions through developing methodologies for tracer studies⁵ and tracking⁶ systems. The tracer studies have been pilot tested in six IPEC projects in six locations. Three tracking methodologies were also developed in three IPEC projects in three different locations. Based on the pilot experiences, generic guidelines on tracer and tracking studies are currently under finalization.

Another area of focus has been, particularly in the context of larger programmes such as time bound programmes, to include initial impact assessment studies as a way to follow-up on baseline studies to obtain an initial or preliminary assessment of the changes or impact in the target areas as a result of project activities, in particular those directly targeting children and families. The intention is for the results of such "repeat baseline" or follow-up studies to provide valuable input in to the assessment at the end of the project of the possible broader and medium-to- longer term changes as part a final evaluation. This is in recognition that more sustainable impact normally only materialises over time or at a broader level, which is in line with ILO/IPEC definition of impact as fundamental changes beyond the project in time and scope.

⁵ **Tracer studies** in IPEC are a one-off study, looking back at the evolution of the situation of a sample of children, giving us a 'before and after' picture.

⁶ **Tracking studies** in IPEC are a continuous following of a sample of children targeted in a series of interventions. This is a forward-looking inquiry approach that will assess impacts as they occur in the future.

The intention is for the results of such limited “repeat baseline” of selected aspects or follow-up studies (focusing on measuring changes for those key variables and indicators in the baseline that best demonstrates impact) to provide valuable input in to the assessment at the end of the project of the possible broader and medium-to- longer term changes as part a final evaluation.

2.2 The Combined Impact Assessment and Final Evaluation

This combined impact assessment/final Evaluation study will therefore combine impact assessment attempts to assess short-term project impact by repeating elements of the baseline study that was carried out at the start of the project with a final evaluation. The results from this impact assessment would feed into the final evaluation of the project. Often the framework for final evaluations – particularly in small and medium projects - leaves little time and resources to do a repeat baseline of selected aspects and to be able to use those results for the final evaluation. A second reading of select aspects of the baseline survey that was conducted at the start of the project would give valuable indication of how IPEC’s work has affected a target population in the timeframe of the project. Existing tracer methodologies could as appropriate be used. Data pertaining to issues not covered in the selected aspects baselines studies or seen as useful for the final evaluation, could, as identified by stakeholders, be gathered using as appropriate supplementary impact assessment tools such as ex-post capacity assessment, focus group discussion, detailed field observation and conducting study on good practices. In addition to serving as the required evaluation for this project, the present study would therefore provide further experience in the methodology and process for IPEC to carry out more detailed data gathering to feed into evaluations and provide valuable lessons about its usefulness and possibilities.

The project document calls for a final evaluation of the Project however during revision of the Project activities and budget it was felt necessary to have an end of project survey before the final evaluation. This will provide IPEC the opportunity to assess any preliminary impact in specific targets before the final evaluation and which will serves as an input to the final evaluation.

In addition, a study on good practices will be conducted a few months prior to the project end date.

The current TORs are for the combined impact assessment/evaluation exercise.

2.3 Evaluation Background

In line with ILO/IPEC policies and procedures and as given in *Chapter 8: Planning, Monitoring and Evaluation* of the project document, a mid-term evaluation was undertaken in December 2003. The mid-term evaluation assessed the soundness of the project approach and strategies, reviewed the effectiveness and efficiency in delivering outputs, assessed the extent project objectives have been met or will be met, and examined potential impact on target groups.

As per IPEC evaluation procedures a final independent evaluation will be conducted towards the end of the project.

In order for the impact assessment studies to feed pertinent information into the final evaluation, key stakeholders were consulted per procedure on initial issues and questions they would like to see answered in the combined preliminary impact assessment (the end of Project survey and study on good practices) and final evaluation. The present TOR provides for a framework to further define such questions through a phased approach that involves initial detailed consultations and design of the study plans, based upon which the different preliminary impact assessment studies or sub-studies will be carried out, further data collection and analysis done through other final evaluation activities, including evaluation stakeholder workshops and the preparation of end final report with a series of sub-reports as appropriate. Throughout this process identified key stakeholders will be consulted and provide input to the scope and process of the evaluation.

II. Scope and Purpose of Expanded Final Evaluation

As a final evaluation, the scope is the whole project, including all specific interventions in the form of Action Programmes and Mini programmes including joint initiatives implemented by local partners and others and other activities of the programme since the beginning of the programme. Any preparatory work would also be considered if relevant for the assessment of the project. It should focus on the project as a whole, the linkages and synergies between each component and how the project in addition to achieving specific project objectives, have contributed to the link to other ILO and ILO/IPEC activities and to the broader strategic areas and the issue of bonded labour and child bonded labour in Nepal. The link to the Time Bound Programme and Projects of ILO in Nepal and specifically the possible link to proposed ILO/IPEC activities in support of the Time Bound Programme process should be considered.

Purpose

The purpose of the present impact assessment study is to obtain more detailed information on the beneficiaries target groups and to give a before and after snapshot of the target population after the IPEC project including identification and documentation of good practices of the Project. The impact assessment studies should then identify the changes and the final evaluation should attempt to attribute these changes and try to show how the changes came about and to validate these through stakeholder workshops or focus group discussions.

The evaluation should also emphasize more traditional assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It should assess effect and impact of the work accomplished during the implementation, using particularly data collected on the indicators of achievement and using the associated impact assessment studies to provide detailed assessment of achieved and potential impact. The evaluation should evaluate effectiveness, relevance, efficiency and elements of sustainability of the programme activities carried out.

It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in broader terms of action against child labour in Nepal, particularly in the context of the Time Bound Programme process.

In addition the evaluation should serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It should serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.

Scope

The scope of the impact assessment study will cover selected aspects and issues covered in the baseline survey conducted at the start of the project as well as other issues identified over the course of the study. The impact assessment will be based on the areas of interventions that were directly made by the project.

The results of the impact assessment study will be used as data for the final evaluation. The results will also be fed in at the policy level and the key outcomes and learning of the project shared with key stakeholders including government line agencies.

The study will also feed into the larger Impact Assessment Framework of IPEC in that it will test the possibility of conducting repeat baseline studies at the end of the project for evaluation findings and provide additional documentation of impact of IPEC projects that can be used for further development of strategies and approaches.

III. Suggested Aspects to be Addressed

As an ILO evaluation, in principle, the evaluation should address the general overall evaluation concerns such as relevance, efficiency, effectiveness, and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, November 1997.

The evaluation should be based on the quantitative as well as qualitative data to identify efficiency, effectiveness, relevance and sustainability of the Project and the inter-relationships between the objectives. Specifically the gender issue should be addressed. For more on gender issues see, ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.

The draft IPEC Impact Assessment Framework and related manuals on tracing will be used as guidance. The evaluation team should solicit input from the stakeholders including children and parents during the evaluation process especially regarding the children and parents perceptions of the usefulness of project interventions.

The following are the headings for the suggested aspects to address for which specific aspects will be identified based on inputs from key stakeholders as part of the further consultative process built in to the TORs.

- *Validity of programme design*
- *Relevance of the strategy*
- *Implementation of the programme*
- *Performance and achievements of the programme (effectiveness, efficiency and unexpected effects)*
- *Broader and longer term impact in specific areas*
- *Approaches adopted to minimise effects of on-going conflict in the Project areas*

- *System and process of monitoring of the Project and its utility for a final evaluation*
- *Sustainability*
- *Other concerns*

The specific aspects that will be identified could be prioritised or others could be added as identified by the evaluation consultants in accordance with the given purpose of the evaluation. The analytical framework for the evaluation (evaluation instrument) to be prepared by the consultants (see section IV, below) should indicate priorities and further selected specific aspects to be addressed.

For the end of project survey, the specific aspects should be based on the desired impact areas that have been described in the Project Document and covered under the baseline studies, aspects identified during further consultation in these TORs and on general considerations of the issues and areas of preliminary impact identified as part of the IPEC Impact Assessment Framework and in particular the methodology for tracing and tracking studies.

In addition, the end of project survey and the final evaluation should pay attention to the following issues, which have been articulated by key stakeholders in the initial consultation phase on the expanded evaluation exercise. The design phase of the exercise will identify which of the below aspects should be addressed in the end of project survey and which ones should be addressed in the final evaluation.

- Knowledge about action taken (including cultural and social attitudinal change) against the bonded labour and bonded child labour and its consequences (by parents, children, community, partner organizations, local governments, local elites, religious leaders, local media, etc.)
- The adequacy and quality of formal primary schools for school-going age children and skill training for elder children aged 15 and former bonded labour including quality and quantity of support of employment and self employment.
- Increment in human capital (children, youths and adults) as a result of education, training and other services provided by the project (literacy, rights, minimum wages campaign, unionisation of agriculture workers, promotion of fundamental principles and rights at work, policy reforms initiatives for rehabilitation of former bonded labourers, etc.)
- Economic well-being/social mobility of the family resulting from income generation activities and micro-credit schemes (consumption/expenditure level)
- Social and economic empowerment of women, girls especially their role within the family (decision making) and outside the family (participation in social events and economic activities)
- The local labour force participation (labour market adjustment) among parents and adult members of the family following the prevention and withdrawal of children from working in various sectors
- The functioning of vigilance committees and community monitoring system (role of local elites, local institutions, civil institutions, NGOs, government, employers' and workers' organizations) to respond to bonded child labour issues
- Working relationship of former bonded labourers with their employers and influence of unionisation in agriculture in the Project districts.
- Capacity development on systematic programme implementation by and the integration of bonded child labour issues in activities of partner organizations

- Extent of support on the initiative of HMG/Nepal for rehabilitation of former bonded labourers and perceptions of the Ministry of Land Reform and Management towards the preliminary impacts of the Project
- Strategies and approaches adopted by the partners in conflict situation that have contributed in smooth implementation of the Project activities.
- Lessons learned (what works and what does not) from implementing of Action Programmes among partner organizations and from intervention activities delivered by the Project among stakeholders (beneficiaries, local community, teachers, local government officials, etc.)
- Assess the project's contribution towards sustainable rehabilitation of freed Kamaiyas in Nepal
- Assess the relationships between the project and other interventions targeting freed Kamaiyas supported by IPEC or by other organizations in the country. Were synergies and economies of scales created? Was the project's design relevant according to the other existing interventions?
- How were the recommendations for the midterm project evaluation acted upon as appropriate by the project and to what effect?
- Identify any unexpected and multiplier effects of the project
- Assess the process of promoting local ownership of the programme and promoting long-term sustainability. Specifically assess how the idea of an exit strategy for project components were addressed during the projects' implementation, as well as actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Assess the extent the capacity of partner organizations (MoLRM, trade unions and NGOs) have been enhanced by the project to deal with issues on rehabilitation of bonded labourers, bonded child labourers and whether the partners were capacitated to deal with skills training, income-generation and revolving funds.
- Examine the combined IPEC-DECLARATION approach in particular the strengths and weaknesses of such a joint approach and any recommendations or lessons regarding such a modality.

As part of the consultation and preparations for Phase IV, further issues for review in the final evaluation will be identified and further details on the implementation of the final phases be provided to stakeholders.

IV. Suggested Methodology/Process

IPEC-DED in consultation with key stakeholders suggests the following Phases in the process for carrying out the combined preliminary impact assessment study and final evaluation:

Phase I	Briefing with IPEC DED and preparatory desk review	(June 27-July 1 2005)
Phase II	Good Practices Study⁷ and Design of the end of Project survey (sample study with key checklists based on baseline study)	July 4-8 Design of study in-country by intl. Consultant
Phase III	Implement project survey/impact assessment by partner agency with technical support and oversight by intl. consultant	July 8-August 13th
Phase IV	Final evaluation process, including desk review, in-country field visits and stakeholder evaluation workshop	August 8-31st

Table 1 provides more details on the proposed process

Summary of work duration by Responsibilities

International Consultant	8 weeks
Local partner agency (National Labour Academy)	6 weeks

Specific annexes (including checklists for the end of project survey) will be developed by NLA and the international consultant and will be attached to the present TORs. Issues which have been identified in the design stage (phase I) will also be included in the annexes.

Suggested Methodological Approach

The specific methodologies to be used in the end of project survey and the final evaluation will be established as part of Phase I in the TOR and in response to the identified aspects or areas of impact to look at.

It is foreseen that a series of studies will be carried out using a combination of survey questionnaires, focus group discussions and other data collection exercises such as observation, review of specific documents and structured interviews with local and specific stakeholders. Questionnaires to beneficiaries will be an important element but also questionnaires to other types of stakeholders can be considered.

A reasonable statistical credibility is required as appropriate, but local conditions and the feasibility of ensuring data is available on time and in required form for the final assessment should be taken in to consideration.

⁷ A detailed TOR for the good practices has already been developed and the study is commencing from first week of June 2005

Some of the aspects to consider in the preliminary impact assessment study, particularly those not included in the baseline studies, might require more qualitative methods such as policy study, capacity assessment and extensive document review, both at the district and overall national level.

The initial briefing and discussion with IPEC-DED will cover the methodological approach and will be further defined through ongoing consultation between international lead consultant and DED.

Suggested Methodology for the End of the Project survey

The below outlines the suggested methodology, during the design of the study specifics regarding percentage of baseline respondents, sample numbers etc. will be finalized in coordination with the NLA and the international consultant.

In the initial stage of the rehabilitation programs of the former Kamaiyas a baseline study was carried out to generate the socio economic information. Now as the project is near to completion, the final evaluation study of the program is in line. A complete census of former Kamaiyas was conducted while doing baseline study. But, for the purpose of the end of project survey it is not necessary to do a full census. In addition the census is not possible in the current security situation. A sample technique will be used for the end of project survey based on sample VDCs (area sample basis). For this, sample VDCs will be chosen at the first stage and all the former Kamaiyas of both A and B categories residing in those VDCs will be selected for study in the second stage. The number of VDCs will be increased until the total sample size will reach about 20 percent of the total former Kamaiyas (by type A and B) from each Kamaiya district. Sample former Kamaiyas will be chosen from the list of respondents to the baseline study. It is believed that the quality of the study will be unchanged with this sampling technique. Total number of former Kamaiyas and proposed sample number of former Kamaiyas by district is presented in the following table.

Table: Total Number of former Kamaiyas and Proposed Sample by District

S.N.	District	Total No. of Kamaiyas		No. of Kamaiyas to be Interviewed (sample)	
		A Category	B Category	A Category	B Category
1.	Dang	175	230	35	46
2.	Banke	148	737	30	150
3.	Bardia	2,401	1,206	480	240
4.	Kailali	2,488	1,916	500	385
5.	Kanchanpur	2,462	230	490	46
6.	Total	7,674	4,319	1535	867

In this way, the total numbers of sample former Kamaiyas to be selected for the study are 2,402. Of the total sample former Kamaiyas, 1535 will be from A category and remaining 867 will be from that of B. The proposed survey will be intensive covering increased number of quantitative information; and will be carried out in the changed context due to intensified insecurity situation. Wherever relevant, information from focus group discussion **will be collected to enrich the qualitative information for evaluation purpose.**

The former Kamaiyas will be interviewed using a household level questionnaire that will be prepared and will include variables that are in baseline study and other important socio-economic indicators relevant to former Kamaiya households. The questionnaire will be

finalized after pre-testing. Pre-testing of questionnaire will be done in one of the Kamaiya districts.

Experienced enumerators used in baseline study will be reemployed for the study. An intensive training programme will be conducted to train the enumerators. In the training, the objectives and the scope of the study will be briefed and techniques of filling the questionnaire will be explained to the enumerators. Emphasis will be given to collect quality information. Supervision of the work will be carried out regularly. Team leader from the NLA and other researchers will also visit the data collection sites and check the filled questionnaires in a regular interval of time.

Collected information will be entered into computers directly from the questionnaires after editing them thoroughly in English. Cross tabulation will be done in comparable formats with baseline information. GIS output will also be prepared by depicting VDC by district, Kamaiya households by category, literacy rate of Kamaiyas, incidence of debt and other important variables in the maps of respective districts as in baseline study.

TABLE 1: SUGGESTED METHODOLOGY/PROCESS

<i>Phases</i>	<i>Tasks</i>	<i>Responsible</i>	<i>Duration</i>	<i>Outputs</i>
Phase One	Briefing with IPEC DED and preparatory desk review	International consultant	5 days June 27-July 1	Brief inception note on the approach to the Expanded Final Evaluation
Phase Two	Design of the Study Plan and Evaluation instrument focusing in particular on a) Overall study plan for the Expanded Final Evaluation b) End of Project survey to be carried out by NLA This should involve further consultation with key stakeholders in-country Discussion between Intl. Consultant and DED Unit in Geneva upon completion of Study Design	International Consultant (lead consultant for expanded evaluation) with National Labour Academy	One week in-country design July 4-8 One week design with intl. consultant	Study design document with identified impact assessment process methodology and identified aspects
Phase Three	c) Conduction of the end of Project survey (Sample) and data entry, analysis and first draft report d) Completion of Good Practices Study by a local consultant (covered by separate TORs)	Local Partner Agency (NLA) Intl Consultant Local consultant	Five weeks July 8-Aug 12th One week Four week	Draft report of impact assessment Draft report of Good Practices Study
Phase Four	Final evaluation process consisting of - Consultation with key stakeholder on preliminary findings and to identify further issues for the final evaluation - Field work, interviews and data collection as part of normal final evaluation - Stakeholder evaluation workshop - Preparation and commenting on reports as per normal procedures - Managed per procedure by DED and carried out by the international consultant including field visits and using information from the end of project survey. (August 2005 – exact schedule to be developed later)	International consultant With DED support	5 weeks total of which 2 weeks in-country	Final version of Evaluation Instrument Draft version evaluation report Conduction of stakeholders, workshop Final evaluation report

V. Tasks to be performed, Responsibilities and Expected Outputs

For team leader with international experience

An international consultant will be recruited.

The tasks of the international consultant will be:

- Overall lead consultant for the Expanded Final Evaluation
- Briefing with IPEC DED
- In-Country mission to design the expanded final evaluation and impact assessment studies with the identified local partner agency/consultants
- Remote support to provide feedback and input to the questionnaire and revisions based on field tests
- Analysing the datasets and information from the questionnaires supplied by the local partner agency for use in final evaluation.
- Act as independent evaluation consultant for the final evaluation of the project to conduct final evaluation and covering other evaluation related issues during a two week in-country field visit.
- Prepare evaluation report as per IPEC-DED guidelines
- Prepare and deliver a presentation and short note on the methodological issues and lessons learned

Expected Outputs from the international consultant:

- A desk review and brief inception note on the approach to the expanded final evaluation
- Study design document with identified impact assessment process and methodology and identified aspects
- Final version of the evaluation instrument
- Draft evaluation report
- Final evaluation report incorporating stakeholder comments and including:
 - ✓ Executive Summary
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention
 - ✓ Appropriate annexes including present TORs

The profile of the international consultant:

- Extensive experience in evaluation of development projects, in particular with local development projects
- Prior experience working with impact assessment if possible with tracer or tracking studies
- Relevant regional experience and experience working in Nepal
- Prior knowledge of this particular project
- Familiarity with and knowledge of specific thematic areas
- Experience working with local organisations/local partners agencies
- Experience in UN system or similar international development experience

- Previous experience in statistical analysis of raw data, developing and implementing questionnaires and survey, quantitative and qualitative data collection
- Experience evaluating gender issues.

National Consultant:

A national consultant will be recruited to work with the international consultant during the time of the final evaluation for a three work week period.

The tasks of the national consultant:

- Support to international consultant during the desk review
- Participate as evaluation team member and take part in the field visits
- Support facilitation of the stakeholder visits and take notes as appropriate
- Document, review and analyse specific areas of the evaluation as requested by team leader

Profile of the national consultant:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in evaluation of development projects
- ✓ Experience in the area of children's and child labour issues especially bonded labour issues
- ✓ Familiarity with situation of vulnerable groups of children is highly appreciated
- ✓ Fluency in English for report writing

Local Partner

National Labour Academy as local partner agency has already been identified. The tasks of the local partner agency will be:

- Design questionnaire and data collection instruments with support from international consultant
- Field test the questionnaire in sample areas on sample target population
- Carry out the questionnaire and data collection
- Input of data in English in appropriate data software programme
- Analyse datasets and write up a report on the findings according to agreed format

Outputs of the local partner agency/consultant:

- Conduct end of project survey
- Report on the findings according to agreed format
- Provide ILO/IPEC with the raw data upon completion of work

Profile of the local partner agency/consultant:

- Experience in data collection (questionnaires, training enumerators)
- Experience in analysing raw data and reporting on findings
- Familiarity in the Nepali context and previous work in the project locations
- Prior knowledge on bonded labour and child labour

The tasks of DED will be:

- Brief the international consultant and project management

- Provide methodological support to design of study and evaluation instrument
- Provide support and methodological check of impact assessment report
- Manage the final evaluation process as per procedure

The tasks of the Project will be:

- Prepare for the impact assessment study by
 - Identifying and recruiting local partners in consultation with DED
 - Ensuring project monitoring system is up to date and easily accessible
 - Preparing a description of all the possibly relevant sets of data and sources of information on the beneficiaries
- Provide support to the international consultant and local partner agency during the design of the combined preliminary impact assessment study and final evaluation
- Provide support and advice to local partner agency in conducting training and carrying out the collection of data
- Provide support to the final evaluation and provide logistic support to international consultant throughout the process

Additional support to statistical aspects will be provided by IPEC SIMPOC, in particular through the baseline officer covering the region.

The total length of the evaluation report should be a maximum of 30 pages for main report, excluding annexes. The report should be sent as one complete document and the file size should not exceed three megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low. Please include appropriate page numbering and paragraph numbering in the report.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible with Word for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC, DECL and the ILO consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC and DECL.

The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

VI. Resources and Management

Resources

The resources required for the complete combined impact assessment and final evaluation are:

- ❖ Fees for an international consultant for 40 work days.
- ❖ Two round-trip international air fare from international consultant's residence to Nepal and Project districts
- ❖ DSA for maximum 21 days in appropriate Nepal locations
- ❖ A lump sum fee for a local partner (NLA) for 6 weeks that has a separate budget is allocated under the Project.
- ❖ Fees for a national consultant for 15 work days plus DSA as appropriate for field locations in Nepal
- ❖ Good practices study by local consultant (6 week) a separate budget is allocated under the Project.
- ❖ Fees for local travel to project sites as appropriate
- ❖ Airfare for and DSA for Project backstopping officials from IPEC and DECLARATION as appropriate
- ❖ Stakeholder workshop fees for final evaluation process

A complete budget will be developed separately. A number of separate contracts will be prepared for the complete TORs as per procedures.

Management

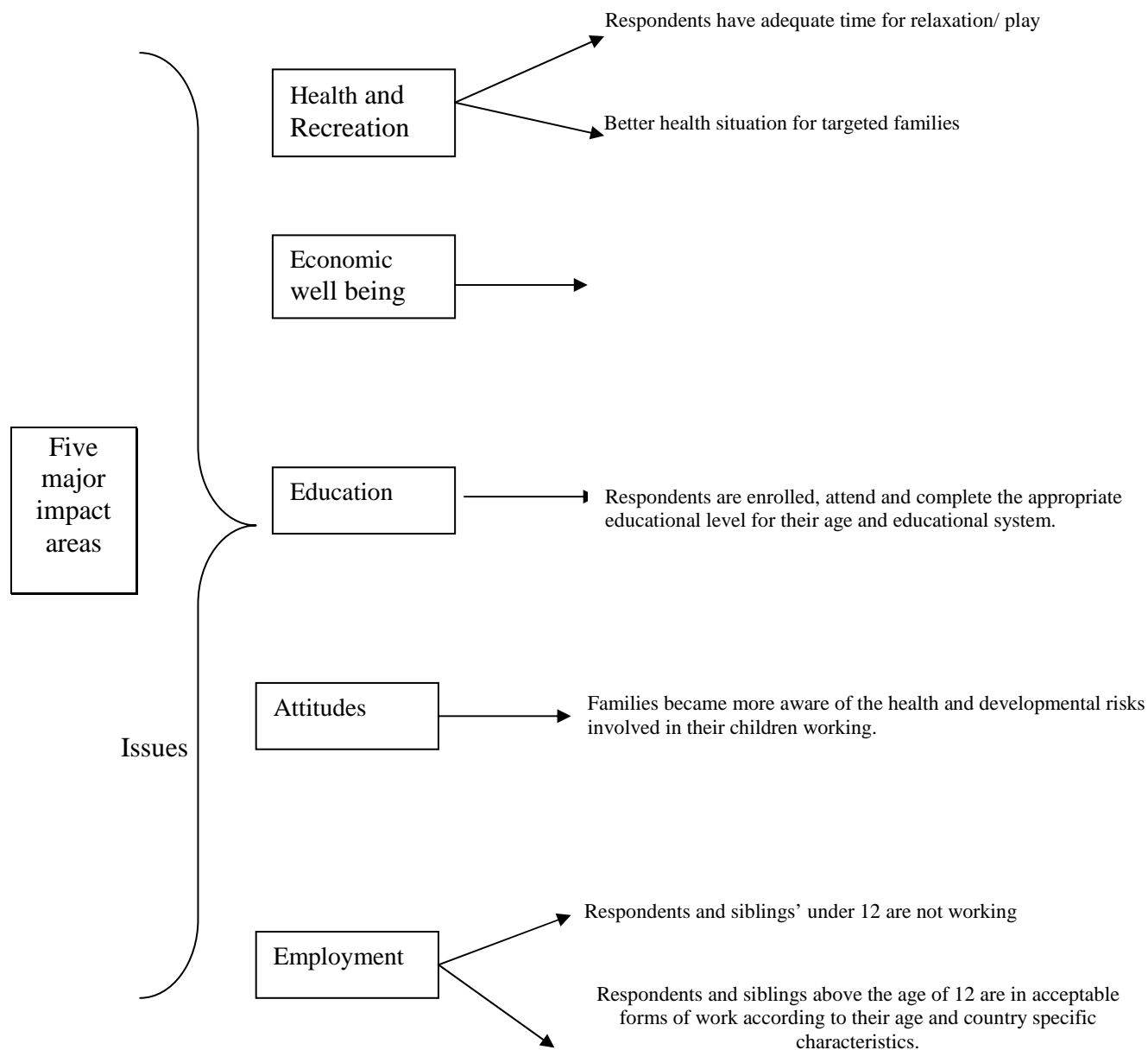
The international consultant as team leader will have overall responsibility for the technical quality of the complete expanded final evaluation and will as such provide technical support, guidance and oversight of national partner agencies.

IPEC project officials will provide administrative support during the preliminary impact assessment study and provide logistical support during the field visits by the international consultant.

The international consultant will report to IPEC/DED in headquarters, in particular concerning technical and methodological issues.

Appendix 2: Indicators and major impact areas of IPEC interventions

Long term desired impacts



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Indicators.

Health and Recreation

1. Proportion of households that feel the health situation of the HH has improved.
2. Proportion of respondents that spend time every day on recreational activities.

Economic Well Being

3. Proportion of households that feel their economic situation has improved.
4. Proportion of households whose asset wealth has improved.

Education

5. Change in the proportion of 6-12 age group who are enrolled in formal education
6. Proportion of respondents regularly attending school (No more than one missed school day a week)
7. Change in the proportion of respondents that think the quality of school has improved.
8. Number of students who have completed mandatory education.

Attitudes

9. Proportion of families who believe it is inappropriate for children under 12 to work.

Employment

10. Changes in the proportion of under 12 direct child participants that are working
11. Changes in the proportion of under 12 siblings that are working
12. Changes in the proportion of above 12 programme participants who are in acceptable forms of work.
13. Changes in the proportion of above 12 siblings who are in acceptable forms of work.
14. Proportion of children who have reverted back to child labour during the period.

Appendix 3: People and organisations consulted

(Note: these refer to substantive discussions)

Kamaiya representatives

Rajhena Kamaiya Camp, Banke

Mr. Aguniya Tharu, Chairperson Camp Management Committee

Group discussion with 12 men, 19 women including Camp Management Committee

Chairperson

Group discussion with 6 boys and 14 girls

Machagad Freed Kamaiya Camp, Bardia

Mrs. Laxmi Tharu, Chairperson, Camp Management Committee

Group discussion with 25 boys and 3 girls

Group discussion with 8 mothers

Ms. Dhl Rani Chaudhary, Ex-Kamalahari

Ms. Sita Chaudhary, Ex- Kamalari

Jhalari Freed Kamaiya Camp, Kanchanpur

Group discussion with 9 male and 10 female members of Agricultural Workers Association of DECONT, Kanchanpur

Camp walkabout and informal discussion with cycle repairer (skill trainee), retail shop owner (used revolving fund), shoe repair shop owner, and other residents

Sri Lanka Kamaiya Camp, Kailali

Mrs. Shiva Kumari Chaudhari, Hair cutting trainee and IG fund recipient

Mr. Raj Dev Chaudhary, Kamaiya group chairperson /IG fund recipient

Group discussion with 6 men and 6 women

Ministry of Land Reform and Management

Mr. Rudra Kumar Shrestha, Joint Secretary

Mr Bhatteari, Planning Section

Mr. Man Kumar Shrestha, Under Secretary

District Land Reform Office

Mr. Amrit Karmacharya, DLRO, Banke

Mr. Rudra Prasad Sharma, DLRO, Bardiya

Mr. Hari Krishna Bhatt, DLRO, Kailali

Mr. Shanker Datta, Assistant DLRO, Kailali

Group discussion with 8 motivators (2 women, 6 men), Kailali

Implementing Partners

Mr. Man Kumar Shrestha, APC, MOLRM

Mr. Ratna Karki, APC, Rural Reconstruction Nepal

Mr. Deepak Singh Bohora, Education Coordinator, RRN Banke

Mr. Pradeep Pathak DECONT, Nepalgunj

Mr. Keshab Giri, GEFONT, Nepalgunj

Mr. Bam Bahadur DC, NTUC, Dang

Mr. Umesh Upadhyaya, GEFONT, Kathmandu

Mr. Rishav Ghimire, DECONT, Kathmandu

Mr. Rajendra Prasad Rawat DECONT, Kathmandu
 Mr. Yagya Raj Bhatta, DECONT, Kanchanpur
 Mr. Jagat Bahadur Chaudhary, Secretary Agricultural Workers Association/DECONT Kanchanpur
 Mr. Gokarna Prasad Upadhaya, Regional Manager, Nirdhan Utthan Bank Ltd Banke
 Mr. Laxam Bhattarai, Branch Manager, Nirdhan Utthan Bank Ltd
 Mr. Raj Kumar Pokhrel, Programme Officer, Nirdhan Utthan Bank Ltd.
 Mr. Jyoti Lal Ban, APC, GRINSO, Nepal
 Mr. Prakash Bista, Chairperson, CCS Kailali
 Mr. Upendra Bista, APC, CCS, Kailali
 Ms. Subhadra Belbase, Executive Director, Worldview Nepal
 Mr. Raju Dahal, APC, Worldview Nepal
 Group discussion with local officials and members of Nepal Agriculture Labourers Front (affiliated with DECONT), 6 women and 14 men

Other organisations involved in bonded labour but not implementing partners

Mr. Chiz Kumar Shrestha, Vice-President, World Education
 Mr. Manoj Silwal, Senior Programme Officer, World Education
 Mr. Gopal Tamang, Programme Officer, World Education
 Mr. Kapil Silwal, (was) Freed Kamaiya Food Security Project, GTZ
 Mr. Krishna Bahadur Rawal, Programme Planning, Monitoring and Evaluation Co-ordinator Lutheran World Federation
 Mr. Arvind Kushwaha, Mid-west Coordinator, Displaced Peoples Initiative Programme, INF Nepalganj
 Mr. Ekraj Chaudhary, Managing Director, Nepalgunj Media Centre
 Mr. Netra Upadhya, Plan Nepal (was in Freed Kamaiya Programme)
 Mr. Ram Mani Chaudhari, Chairperson, Conscious Society for Social Development (CSSD) Kailali
 Mr. Sita Ram Chaudhary, Chairperson, KPUS Dhangadhi
 Mr. Krim Chaudhary, Programme Coordinator, Kamaiya Pratha Unmulan Samaj (KPUS), Kailali

Others

Mr. Sitaram Prasai, Consultant on SEBL project good practices study
 Mr. Birbhadra Acharya, Consultant on SEBL project good practices study

ILO, IPEC and Declaration, Geneva

Peter Wichmand, Senior Evaluation Officer, Design, Evaluation and Documentation Section
 Naomi Asukai, Evaluation Officer, Design, Evaluation and Documentation Section
 Caroline O'Reilly, Programme Support, Declaration
 Simrin Singh, Programme Support, IPEC, Asia

Sustainable Elimination of Bonded Labour in Nepal Project

Mr. Uddhav Poudyal, National Programme Manager
 Mr. Govinda Dahal, Project Officer Micro Finance
 Mr. Prakash Sharma Programme Officer, ILO Nepalganj
 Mr. Shiva Pujan Vishwakarma, ILO staff Kailali
 Mr. Raju Khanal, ILO staff, Kanchanpur
 Mr. Dirga Ghandhari ILO staff Dang
 Mr. Deepak Adhikari, Finance Officer

Meeting with all Kathmandu-based staff

ILO/IPEC Country Office

Leyla Tegmo-Reddy, Director, ILO
Pracha Vasuprasat, Officer-in-Charge
Suresh Pradhan, National Project Officer

United States Department of Labor

Vivita Rozenberg, (phone interview)
Ms Kristin, (phone interview)

Stakeholders Workshops

Participants in the regional workshop for Kailali and Kanchanpur. Approx 25 participants
Participants in the regional workshop for Dang, Banke and Bardiya. Approx 55 participants
Participants in the central consultation workshop in Kathmandu. Approx. 73 participants

Appendix 4: Documents reviewed

- Development Network, 2003; A Study on Economic and Livelihood Alternatives for Ex-Kamaiyas and Equally Vulnerable Communities in Five Districts of Mid and Far Western Terai, Nepal
- DLRO Banke, 2005; Report on Freed Kamaiya resettlement and Skill Development Programme, 20601/62 (in Nepali)
- DLRO Bardiya, 2005; A Brief Report on AP for Resettlement, Skill Development, Vocational Training and IG Activities for former Kamaiyas and their Employable Children, March 2003 to June 2005
- DLRO Bardiya, 2005; Freed Kamaiya resettlement and Skill Development Programme, 7 day off-season vegetable training report 2061/62 (in Nepali)
- DLRO, Kailali, 2005; Freed Kamaiya Rehabilitation Programme 2062 (in Nepali)
- HMG/N/MOLRM and ILO/IPEC/DECL, 2002; Proceedings of the Workshop on “Development of Policy and Coordinating Mechanism for Effective Rehabilitation of Former Kamaiyas”
- ILO, 2005; A global alliance against forced labour: Global report under the follow up to the ILO Declaration on Fundamental Principles and Rights at Work 2005-06-27
- ILO/IPEC, 2004; Sustainable elimination of bonded labour in Nepal: A mid-term project evaluation
- ILO/IPEC, various; 6 monthly technical progress reports, March 2001 to March 2005-06-27
- HURDEC, 2005/5; Final report on capacity building activities
- ILO/IPEC, various; APSOs
- ILO/IPEC, various; Mini programmes
- ILO/IPEC/Declaration, 2000; Programme to combat the bonded labour system in Nepal; project document
- ILO/IPEC/Declaration, 2003; In-country review of ‘Sustainable elimination of bonded labour in Nepal’
- ILO/IPEC/Declaration Project, 2003; Programme mapping: Planned and being implemented programmes for former kamaiyas by various international agencies
- NN Joshi, July 2005, Report on External Evaluation of Rehabilitation And Sustainable Livelihoods Programme For 'Freed Kamaiyas' In Western Nepal: With A Focus On Children's Education And Empowerment. RRN, Kathmandu
- MoLRM, 2003; Report on the Programme for Freedom and Resettlement of Kamaiyas (in Nepali)
- Nepal Labour Academy, 2004; Socio-economic information on ex-Kamaiyas of Nepal (the baseline study)
- National Labour Academy-Nepal, 2005; Sustainable Elimination of Bonded Labour in Nepal: Impact Assessment; Volume1: Analysis of Ex-Kamaiya Household Information (prepared for this evaluation)

- National Labour Academy-Nepal, 2005; Sustainable Elimination of Bonded Labour in Nepal: Impact Assessment; Volume 2: Findings of Focus Group Discussion (prepared for this evaluation)
- Prasai, S and B Acharya, 2005; Good practices and lessons learned in Nepal on experiences of combating child bonded labour
- Sharma, S, 2004?; Review of ex-Kamaiyas rehabilitation programme in Nepal
- UNDP, 2004; Nepal Human Development Report
- Unknown, 1998?, National Plan of Action Against Child Bonded Labour (output from 1998 national workshop on the issue)

Appendix 5: Selected tables from the impact assessment

5.1 Percentage of adult kamaiya family members with trade union membership

Category	Current					
	Male		Female		Total	
	No.	%	No.	%	No.	%
Category A						
Yes	74	10.80	28	4.90	102	8.10
No	610	89.20	544	95.10	1154	91.90
Total	684	100.00	572	100.00	1256	100.00
Category B						
Yes	35	5.90	13	2.50	48	4.30
No	556	94.10	506	97.50	1062	95.70
Total	591	100.00	519	100.00	1110	100.00
Overall						
Yes	109	8.50	41	3.80	150	6.30
No	1166	91.50	1050	96.20	2216	93.70
Total	1275	100.00	1091	100.00	2366	100.00

5.2 Percentage of kamaiyas household heads with trade union membership

	Current %	Baseline %
Category 'A'	14.3	2.9
Category 'B'	6.5	4.1
Overall	11.5	3.3

For category A and overall, the current figure is significantly different from the baseline figure (significant at 1 percent level).

However, for category B there is no significant change between then and now.

5.3 Percentage of Ex-kamaiya (and wives) getting less than minimum wage

Category	Current						Baseline	
	Male		Female		Total			
	No.	%	No.	%	No.	%	No.	%
Category A	57	18.57	106	41.9	163	29.11	2230	47.08
Category B	65	36.52	107	65.64	172	50.44	1610	77.73
Total	122	25.2	213	51.2	335	37.18	3840	56.38

For category A, B and overall, the current figure is significantly different from the baseline at the 1 percent level).

5.4 Awareness of ex-kamaiya household heads about illegality of bonded labour

Category	Yes		No		Total	
	No.	%	No.	%	No.	%
Category A	208	46.6	238	53.4	446	100
Category B	123	46.1	144	53.9	267	100
Total	331	46.4	382	53.6	713	100

Awareness of minimum wage

Category	Current						Baseline					
	Aware		Unaware		Total		Aware		Unaware		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Category A	157	35.2	289	64.8	446	100	1,848	27.5	4,860	72.5	6,708	100
Category B	74	27.7	193	72.3	267	100	584	16.9	2,862	83.1	3,446	100
Total	231	32.4	482	67.6	713	100	2,432	24	7,722	76	10,154	100

For category A, B and overall, the current figure is significantly different from the baseline at the 5 percent level).

5.5 Attitudes on 'children gain more useful skills by working from a young age than from going to school'

Category	Category A		Category B		Total	
	No.	%	No.	%	No.	%
Strongly Agree	44	9.87	22	8.24	66	9.26
Agree	42	9.42	14	5.24	56	7.85
Indifferent	61	13.68	29	10.86	90	12.62
Disagree	177	39.69	112	41.95	289	40.53
Strongly Disagree	122	27.35	90	33.71	212	29.73
Total	446	100	267	100	713	100

5.6 Perception about changes in household income

HH Income	Category A		Category B		Total	
	No.	%	No.	%	No.	%
Improved	341	76.46	174	65.17	515	72.23
No change	23	5.16	14	5.24	37	5.19
Worsened	82	18.39	79	29.59	161	22.58
Total	446	100	267	100	713	100

5.7 Perception about changes in food security

Food Security	Category A		Category B		Total	
	No.	%	No.	%	No.	%
Improved	305	68.4	173	64.8	478	67.0
No Change	86	19.3	69	25.8	155	21.7
Worsened	55	12.3	25	9.4	80	11.2
Total	446	100.0	267	100	713	100.0

5.8 Food security situation of ex Kamaiyas

Category/Situation	Current		Baseline	
	HH	%	HH	%
Category A				
Less than 4 Meals	72	16.1	1871	27.9
4-10 Meals	139	31.2	1646	24.5
More than 10 Meals	235	52.7	3191	47.6
Total	446	100	6708	100
Category B				
Less than 4 Meals	32	12	1026	29.8
4-10 Meals	90	33.7	863	25
More than 10 Meals	145	54.3	1557	45.2
Total	267	100	3446	100
Overall				
Less than 4 Meals	104	14.6	2897	28.5
4-10 Meals	229	32.1	2509	24.7
More than 10 Meals	380	53.3	4748	46.8
Total	713	100	10154	100

5.9 Percentage of children aged 6-17 in various occupations:

Occupation	Current												Baseline											
	6-12 Years			13-15 Years			16-17 Years			Total			6-12 Years			13-15 Years			16-17 Years			Total		
	M	F	Both	M	F	Both	M	F	Both	M	F	Both	M	F	Both	M	F	Both	M	F	Both	M	F	Both
Category A																								
Wage Labour	8.0	10.8	9.4	28.3	31.7	29.8	84.4	86.9	85.4	28.4	26.6	27.6	11.7	22.1	16.6	37.1	45.5	40.5	60.7	50.4	56.9	24.1	29.5	26.5
Farm Work	11.0	11.2	11.1	28.3	36.6	31.9	30.2	31.2	30.6	18.9	19.4	19.2	21.5	27.3	24.2	31.4	42.7	35.9	39.7	61.4	47.7	26.2	33.7	29.5
Student	90.1	83.8	87.0	71.7	58.5	66.0	25.0	16.4	21.7	72.5	68.4	70.6	72.0	55.5	64.3	45.9	25.8	37.9	25.0	12.0	20.2	59.7	45.4	53.4
Total	109.1	105.8	107.5	128.3	126.9	127.7	139.6	134.4	137.6	119.8	114.4	117.3	105.2	104.9	105.1	114.4	114.0	114.3	125.4	123.8	124.8	110.0	108.6	109.4
Category B																								
Wage Labour	7.3	6.5	6.9	22.1	34.7	28.2	64.4	54.8	60.0	22.3	23.0	22.6	12.6	20.7	16.3	38.0	41.4	39.5	52.9	58.0	54.9	24.1	29.5	26.5
Farm Work	2.9	5.3	4.0	15.6	33.3	24.2	21.9	41.9	31.1	9.6	19.4	14.1	16.4	24.5	20.2	36.9	40.7	38.6	34.8	45.8	39.1	23.6	30.5	26.7
Student	92.2	91.2	91.7	75.3	59.7	67.8	34.3	27.4	31.1	76.6	70.7	73.9	77.2	60.7	69.6	65.0	37.5	52.6	33.5	14.7	26.2	68.2	50.4	60.2
Total	102.5	102.9	102.7	113.0	127.8	120.1	120.6	124.2	122.2	108.5	113.2	110.6	106.2	105.9	106.1	139.9	119.6	130.7	121.2	118.5	120.2	115.9	110.4	113.4
Overall																								
Wage Labour	7.7	9.1	8.4	25.7	33.1	29.1	75.7	70.7	73.6	25.7	25.1	25.4	12.0	21.6	16.5	35.6	43.9	39.0	57.7	53.4	56.1	23.8	29.5	26.3
Farm Work	7.5	8.9	8.1	23.0	35.1	28.5	26.6	36.6	30.8	14.9	19.4	17.0	19.7	26.3	22.8	31.7	41.9	35.8	37.8	55.1	44.3	25.0	32.5	28.3
Student	91.0	86.7	89.0	73.2	59.1	66.8	29.0	22.0	26.0	74.3	69.4	72.0	73.9	57.3	66.1	50.1	30.5	42.1	28.2	13.1	22.5	62.0	47.2	55.5
Total	106.2	104.7	105.5	121.9	127.3	124.3	131.4	129.3	130.5	114.9	113.9	114.4	105.6	105.2	105.4	117.4	116.3	116.9	123.7	121.6	122.9	110.8	109.2	110.1

* Total percentage exceeds 100 due to multiple responses

5.10 Children of age 6 to 17 years who are attending school

Age Group	Current						Baseline					
	Total No. of Children			% of children going to school			Total No. of Children			% of children going to school		
	Male	Female	Both	Male	Female	Both	Male	Female	Both	Male	Female	Both
Category A												
6-12 Years	290	285	575	87.9	81.8	84.9	4141	3727	7868	60.5	48.6	54.8
13-15 Years	106	82	188	73.6	61.0	68.1	1298	866	2164	51.2	24.7	40.6
16-17 Years	96	61	157	29.2	18.0	24.8	734	433	1167	64.3	46.0	57.5
Total	492	428	920	73.4	68.7	71.2	6173	5026	11199	59.0	44.2	52.4
Category B												
6-12 Years	219	199	418	91.3	84.9	88.3	2276	2006	4282	67.3	53.5	60.8
13-15 Years	77	72	149	75.3	63.9	69.8	803	575	1378	59.9	39.5	51.1
16-17 Years	73	62	135	37.0	30.6	34.1	451	293	744	71.0	53.2	64.0
Total	369	333	702	77.2	70.3	73.9	3530	2874	6404	65.9	50.7	59.1
Overall												
6-12 Years	509	484	993	89.4	83.1	86.3	6417	5733	12150	62.9	50.3	56.9
13-15 Years	183	154	337	74.3	62.3	68.8	2101	1441	3542	54.5	30.6	44.7
16-17 Years	169	123	292	32.5	24.4	29.1	1185	726	1911	66.8	48.9	60.0
Total	861	761	1,622	75.0	69.4	72.4	9703	7900	17603	61.5	46.6	54.8

5.11 Children working as domestic child labour outside village

	Current						Baseline					
	Male		Female		Total		Male		Female		Total	
6-12 Years	4	0.85	8	1.86	12	1.34	126	2.31	301	6.33	427	4.18
13-15 Years	14	7.65	6	3.9	20	5.93	130	6.25	167	11.74	297	8.48
16-17 Years	19	11.24	9	7.32	28	9.59	59	5.01	53	7.45	112	5.93
Total	37	4.51	23	3.23	60	3.93	315	3.62	521	7.56	836	5.36

5.12 Linkages between access to land and provision of free labour

Category	Current										Baseline	
	Male		Female		Boy		Girl		Total			
	HH (%)	Avg. Days	HH (%)	Avg. Days	HH (%)	Avg. Days	HH (%)	Avg. Days	HH (%)	Avg. Days	HH (%)	Avg. Days
Category A												
Yes	7.6	25.9	10.8	15.4	0.2	123	0.7	122.7	11.2	47.12	43.3	29
No	92.4		89.2		99.8		99.3		88.8		56.7	
Total	100		100		100		100		100		100	
Category B												
Yes	13.5	17	17.2	10.1	0.4	12	1.5	9.25	19.1	22.37	60.6	24
No	86.5		82.8		99.6		98.5		80.9		39.6	
Total	100		100		100		100		100		100	
Overall												
Yes	9.8	21.3	13.2	12.8	0.3	15.6	1	57.8	14.2	35.2	50.3	26
No	90.2		86.8		99.7		99		85.8		49.7	
Total	100		100		100		100		100		100	

5.13 Freedom of ex-kamaiyas to leave existing employment if they wish

Category	Male		Female	
	No.	%	No.	%
Category A				
Yes	354	94.7	297	91.7
No	20	5.3	27	8.3
Total	374	100	324	100
Category B				
Yes	215	91.1	192	91.9
No	21	8.9	17	8.1
Total	236	100	209	100
Overall				
Yes	569	93.3	489	91.7
No	41	6.7	44	8.3
Total	610	100	533	100

5.14 Sources of credit

Category	Current		Baseline	
	% of HH	Avg. Loan	% of HH	Avg. Loan
Category A				
Money lenders	7.6	2474	17.7	2606
Banks	0.67	9000	0.7	7545
Cooperatives	7.17	2152	9.7	1718
Saving Credit Group	35.2	2466	-	-
Relatives/Friends	2.47	1327	4.4	1705
Total	50	2609	30.9	2451
Category B				
Money lenders	12	2322	28.5	3186
Banks			0.7	8021
Cooperatives	13.86	5955	12	2655
Saving Credit Group	26.59	3047	-	-
Relatives/Friends	0.75	1500	3.1	1908
Total	45.7	3725	42	3195
Overall				
Money lenders	9.3	2400	21.3	2869
Banks	0.42	9000	0.7	7699
Cooperatives	9.68	3892	10.5	2082
Saving Credit Group	31.98	2647	-	-
Relatives/Friends	1.82	1354	3.9	1760
Total	48.4	3003	34.7	2757

5.15 Interest rates of loans

Interest rate	Current			Baseline		
	Households		Avg. Loan (Rs.)	Households		Avg. Loan (Rs.)
	No.	%		No.	%	
Less than equal to 10 percent	51	14.8	3667.8	0	0	0
12 percent/ Year	77	22.3	3015.6	178	4.7	2,905
18 percent/ Year	23	6.7	4273.9	71	1.9	5,184
24 percent/ Year	121	35.1	2538.5	1,066	28.4	1,930
30 percent/ Year	6	1.7	4233.3	6	0.2	2,467
36 percent/ Year	37	10.7	2257.1	1,023	27.3	2,719
48 percent/ Year	6	1.7	6166.7	76	2	2,557
60 percent/ Year	24	7.0	2745.8	798	21.3	3,275
No Interest Rate/Not Specified	0	0.0	0.0	536	14.3	2,164
Total	345	100	3,003	3,754	100	2,586

5.16 Working without wage against borrowed loan

Category/Condition	Current		Baseline	
	HH	%	HH	%
Category A				
Working without wage	2	5.88	108	5.2
Send child for work	0	0	26	1.3
Total	2	5.88	131	6.3
Category B				
Working without wage	2	6.25	76	5.3
Send child for work	0	0	8	0.6
Total	2	6.25	82	5.7
Overall				
Working without wage	4	6.06	184	5.2
Send child for work	0	0	34	1.0
Total	4	6.1	213	6.0

Appendix 6: Record of DLRO administered revolving fund and income generating fund

6.1 Revolving fund

	Kanchanpur B	Kailali C	Bardiya D	Banke E	Dang F	Total G= B+C+D+E+F
RF from ILO DECL	0	3,185,700	2,602,400	658,600	1,328,300	7,775,000
RF from HMG	760,000	2,120,000	2,180,000	570,000	790,000	6,420,000
RF from ILO ISPI	1,499,072	465,000	301,142	106,286	186,000	2,557,500
Total RF	2,259,072	5,770,700	5,083,542	1,334,886	2,304,300	16,752,500
Investment by groups	1,998,100	1,493,140	1,841,550	847,400	977,700	7,157,890
% investment (B8/B6)*100	88	26	36	63	42	43
Repayment	58,300	160,936	105,070	87,921	354,600	766,827
Interest paid	0	23,242	2,837	0	35,242	61,321
Total repaid	58,300	184,178	107,907	87,921	389,842	828,148
% repayment (B13/B8)*100	3	12	6	10	40	12

Note: "Investment by groups" refers to the amount of the revolving fund that the groups have utilised for their members.

6.2 Income generating fund

Fund size	1,052,600	1,415,044	1,415,000	748,000	748,000	5,378,644
Disbursed	285,000	522,310	131,250	146,000	85,000	1,169,560
% disbursed (B21/B19)*100	27	37	9	20	11	22
Repaid capital	0	17,900	37,680	0	0	55,580
Interest paid	0	1,439	6,710	0	0	8,149
Total repaid	0	19,339	44,390	3,666	0	67,395
% repayment (C26/C21)*100	0	4	34	3	0	6